CHARLOTTESVILLE
DIAGNOSTIC + APPROACH

Identifying issues with the current Zoning Ordinance and establishing an approach to reflect the Comprehensive Plan and ensure the new Zoning Ordinance is up to date.

CVILLE PLANS TOGETHER

3 FEBRUARY 2023

FINAL REPORT

LETTER FROM THE DIRECTOR

FROM COMPREHENSIVE PLAN TO ZONING

Zoning is one of the primary tools a community can use to implement its plans and policies. In placing this zoning rewrite project as the third and final piece of the Cville Plans Together program, the City has primed this effort to implement the incredible forward-looking planning work that has been completed as part of this effort over the last several years.

This zoning rewrite project is not about adding more plans, goals, or objectives – this work is entirely focused on implementing the Affordable Housing Plan and the Comprehensive Plan (inclusive of small area plans and other plans incorporated into that document). Years of community thought, debate, and decision-making went into producing these plans, and the work of this zoning rewrite project is to turn those plans into a body of rules. Every idea expressed in this report connects back to the goals and strategies of the Comprehensive Plan, as shown in Appendix C of this report.

Our community's Comprehensive Plan addresses some of the most challenging issues American cities face today, from affordable housing to climate change. Significantly, this plan acknowledges the negative legacies planning and zoning have had and how they have been used to divide, exclude, and diminish communities of color and historically marginalized communities. Frequently, the tools of planning and zoning were used to either advance large-scale change or prevent it entirely. Tools like urban renewal removed neighborhoods like Vinegar Hill wholesale while zoning was used to reinforce or create homogenized neighborhoods and then prevent them from changing.

One of the strengths of Charlottesville's Comprehensive Plan is that it responds to this history not by repeating the flawed approach of large change or no change, but by seeking to repair the damage of the past by returning to historic patterns in which neighborhoods and places are able to grow and evolve incrementally. This approach allows the city to change as the needs of its community changes – for example, its needs for housing or space for businesses. The challenge of this zoning rewrite is to provide a set of rules that enable this kind of incremental evolution and preserve the unique qualities that define the city's built character and sense of community.

This objective is reflected in the land use vision of the Comprehensive Plan, which states:

- Through the City's plans, policies, and regulations, including zoning, Charlottesville will increase the supply and affordability of housing, will work to address inequities related to the distribution of land uses and impacts of development.
- The built form of the city…will be walkable, people focused, protective of the natural environment, and scaled to allow additional housing types and a mix of uses throughout the city at a scale that is familiar to the city's neighborhoods.
- Charlottesville's urban design and historic preservation (including zoning) efforts will work in tandem to celebrate the unique cultural and historical identity of the city while supporting the potential for a greater variety of housing options and community amenities (parks, stores, restaurants, etc.) in all neighborhoods.

At the core of the entire Cville Plans Together process there has been a commitment to addressing issues of racial equity and affordable housing and that core commitment remains as we work through the zoning rewrite. Meeting this commitment requires that our zoning allow people to build more housing units throughout the city, that it establishes incentives to include affordable units in new multi-family development, and that it is sensitive to the potential for displacement. The land use recommendations of the Affordable Housing Plan begin on page 77 of that document and detail what we need to accomplish in this zoning rewrite.

This diagnostic and approach report is the first step towards a new draft zoning ordinance. It provides a conceptual set of ideas and approaches that could be included in the new ordinance. One of our goals with this document, and the community conversations to follow, is to "show our work" by explaining the basis of each idea proposed for the new zoning ordinance, discussing the trade-offs between different goals and priorities, and why a particular zoning tool might be useful to the City. Following feedback from the community and the go-ahead from our Planning Commission and City Council, we will create a draft zoning ordinance that we hope to release this fall.

Our team recognizes that new zoning alone will not solve the challenges Charlottesville faces in affordable housing, displacement, addressing the effects of climate change and the range of other issues identified in the Comprehensive Plan – it is only a rule book. However, with a new set of rules, there are many opportunities to work with our partners in the community in an intentional, collaborative effort to develop new strategies that can help to address these issues and contribute to the quality of life in Charlottesville for all of its residents.

We look forward to the discussion.

JAMES FREAS

Director, Neighborhood Development Services

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GUIDE TO THIS DOCUMENT

This page provides a description of the contents of this Zoning Diagnostic and Approach report, highlighting the organization of material into sections based on the most pressing topics for the new Zoning Ordinance.

PART 1: INTRODUCTION

This section provides an overview of the purpose for this document and the zoning rewrite in general, as well as an overview of the process to create this document and the process moving forward.

PART 2: ZONE FOR AFFORDABLE HOUSING

Charlottesville identified the provision of additional housing as a key priority in the Comprehensive Plan and Affordable Housing Plan. Zoning is one important element of the overall strategy to tackle affordability. Based on the elevation of this issue during public conversations and the adoption of the Comprehensive Plan, the consultant team has included an approach to this issue as the first portion of the report.

PART 3: RESIDENTIAL DISTRICT TESTING

This section of the report explores potential future residential development patterns in both a technical and visual way to help the community understand the implications of various changes to existing zoning in the areas identified as General Residential and Medium-Intensity Residential in the Comprehensive Plan.

PART 4: BETTER ZONING STANDARDS

In addition to housing, a variety of other issues related to zoning surfaced in the preparation and adoption of the Comprehensive Plan. The following key concepts have been used to organize the discussion of zoning issues identified by the consultant team:

- Zoning Districts
- Use Provisions
- Site Standards
- Administration
- Make Zoning Easier to Use

PART 5: APPENDICES

- **Appendix A: Zoning Glossary.** This glossary is not intended to define every term used in this document, but will assist readers new to zoning with many of the key terms used in this document.
- **Appendix B: Existing Zoning & Plan Implementation.** A review of existing zoning districts and their ability to implement the Comprehensive Plan is included as Appendix B.
- **Appendix C: Plan Goals & the New Zoning.** A detailed review of land use and zoning-related goals of the Comprehensive Plan and Affordable Housing Plan is included as Appendix C.

PART 1

INTRODUCTION

BACKGROUND

The Cville Plans Together consultant team, led by RHI, worked with the City of Charlottesville to complete and adopt an updated Comprehensive Plan, and is now beginning the third and final portion of the Cville Plans Together process: the Zoning Rewrite. Code Studio worked with the RHI team on the previous phases, and is now leading the Zoning Rewrite. The Comprehensive Plan (which includes the Affordable Housing Plan) included a substantial outreach effort and, in spite of the pandemic that ran parallel with the outreach activities, resulted in significant participation in the creation of the Comprehensive Plan. The Comprehensive Plan was adopted in November 2021.

This Code Studio report is an analysis of the existing Zoning Ordinance from two perspectives:

- The ability of the existing Zoning Ordinance to implement the adopted Comprehensive Plan concepts; and
- A review of the Zoning Ordinance in light of "best practices" for modern zoning.

The report also includes a proposed approach to rewriting the Zoning Ordinance to resolve any issues identified. As the zoning ideas and approaches outlined here are further refined and detailed, they will require review for consistency with Virginia State Code.

BASIS OF ANALYSIS

In preparing this report, Code Studio reviewed a variety of documents, developing a working knowledge of the City's existing regulations, plans, and policy reports. Our analysis of the existing City policies and codes is based on both our review of these documents and our broader conversation with City staff and the community. It is also based on our own knowledge, gathered through years of preparing codes in other communities, of what we consider "best practice."

Key elements considered during this best practice review included:

- Land use equity
- Protection of communities sensitive to displacement
- Walkability and transit-supportive development
- Sustainability and greenhouse gas reduction
- Environmental justice land use issues

The consultant team has also coordinated with City planning and legal staff regarding potential changes to the existing regulations that may be required to implement the newly-adopted Comprehensive Plan as well as to address other issues that have been identified by City staff, the consultant team, and the community.

DOCUMENTS REVIEWED:

- 2021 Comprehensive Plan, with a focus on the Affordable Housing Plan and Land Use element, including the Future Land Use Map
- Small Area Plans and Similar Documents:
  - Cherry Avenue Small Area Plan
  - Hydraulic Small Area Plan
  - Starr Hill Vision Plan
  - Strategic Investment Area
  - Urban Rivanna River Corridor Plan
- City Code Chapter 10 - Water Protection
- City Code Chapter 34 - Zoning
- City Code Chapter 29 - Subdivision of Land
- Standards and Design Manual (SADM)

STAKEHOLDER & PUBLIC INPUT

Stakeholder and public input will continue to be gathered as the process moves forward. This will happen in three key phases:

- This document will be reviewed and commented on by the public, the Planning Commission, and the City Council, and this input will be considered in the drafting of the Zoning Ordinance.
- Once the Zoning Ordinance and map are drafted and have been reviewed by staff, they will also be shared with the community for input, and discussions will take place with the Planning Commission and City Council.
- Finally, formal adoption public hearings will occur before the Planning Commission and City Council on both the new Zoning Ordinance text and the proposed zoning map.

Revisions and modifications will be made along the way based on the input received.

Pop-up meeting held outside the Jefferson School in spring 2021

A NEW MODEL FOR ZONING

If the City truly intends to achieve the goals of the recently-adopted Comprehensive Plan, the suggested path forward includes the following steps:

- Create a predictable, user-friendly Zoning Ordinance with flexible, context-sensitive standards that are measurable and can be approved at the staff level.
- Create a zoning map that reflects the adopted Future Land Use Map and zoning districts that apply the adopted categories of land use.
- Continue to protect historic resources using the existing process, while also modifying zoning to allow expanded use of existing historic sites or buildings.
- Reduce the City's reliance on processes that yield unpredictable results, such as the special use permit.
- Find a balance between the desire to preserve existing conditions and the need for change to meet the Comprehensive Plan's future goals.

FUTURE LAND USE MAP TO ZONING MAP

As the new Zoning Ordinance is drafted, zoning districts and the zoning map will be guided by the Land Use categories and Future Land Use Map adopted in the Comprehensive Plan.

The modeling documented in the Residential District Testing section is the first step in crafting zoning districts that will implement Future Land Use categories for parcels with General Residential and Medium Intensity designations.

For higher-intensity residential, mixed use nodes and corridors, and other land use categories, zoning districts will be created by revising existing zoning districts and creating new zoning tools to allow for better infill development. These strategies are further outlined in the "Better Zoning Standards" section of this report.

As zoning districts are crafted, mapping the new districts will occur simultaneously to ensure the new districts both respond to existing patterns of development and implement policy goals of the Comprehensive Plan. During this process, minor adjustments to the Future Land Use Map may be considered as additional analysis of existing development patterns is conducted during the development of the zoning districts and map.

The Future Land Use Map and details of each residential Future Land Use Category are shown on the following page.

ADDITIONAL REGULATIONS

There many other City ordinances impacting implementation of the Comprehensive Plan. This report includes a brief review of the following regulations. Updates to these regulations are not part of the scope of this project, but may require modification for consistency once the new Zoning Ordinance is adopted.

Potential Modifications Needed:

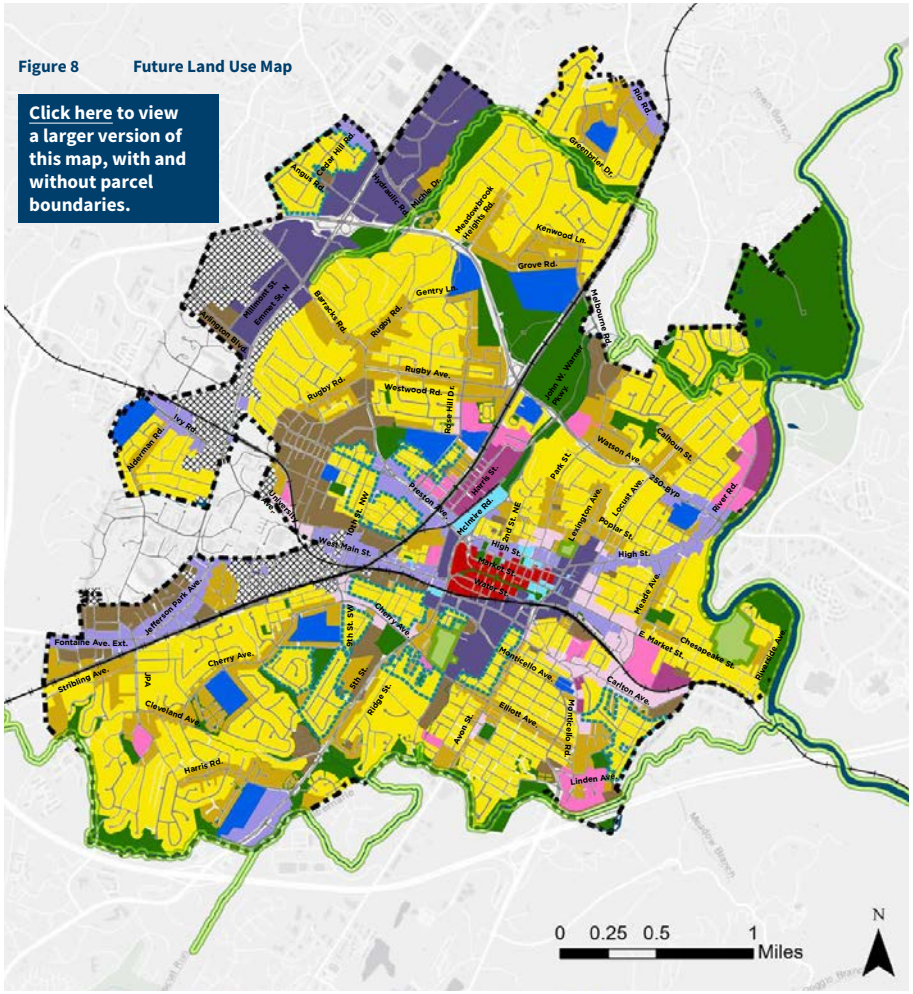
- Standards & Design Manual (SADM)
- Chapter 10 - Water Protection
- Chapter 29 - Subdivision of Land

Not Subject to Modification by City:

- Building and Fire Codes

Figure 8 **Future Land Use Map**

Click here to view a larger version of this map, with and without parcel boundaries.



The Charlottesville Future Land Use Map. General Residential and Medium Intensity Residential areas were used for the testing.

Table 2 Land Use Category Descriptions

RESIDENTIAL

Limited commercial uses allowed in all residential districts, to be further described in the Zoning Ordinance. Zoning tools will regulate affordability and maximum allowable development for all categories and will consider demolition disincentives, as feasible.

Description	Form	Height	Use and Affordability
General Residential Allow for additional housing choice within existing residential neighborhoods throughout the city.	Compatible with existing context, including house-sized structures with similar ground floor footprint area and setbacks as surrounding residential structures. Zoning tools will define contextual building form and neighborhood compatibility criteria for development.	Up to 2.5 stories.	Up to 3-unit dwellings including existing single-family splits, accessory dwelling units (ADUs), and new housing infill. Zoning ordinances will consider ways to support townhomes in this category on a site-specific basis. Allow up to 4-unit dwellings if the existing structure is maintained. Allow additional units and height under an affordability bonus program or other zoning mechanism.
General Residential (Sensitive Community Areas) Allow for additional housing choice, and tools to mitigate displacement, within existing residential neighborhoods that have high proportions of populations that may be sensitive to displacement pressures. (Note: The boundaries for these areas should evolve during the zoning update process, as described on page 27.)	Compatible with existing context, including house-sized structures with similar ground floor footprint area and setbacks as surrounding residential structures. Zoning tools will define contextual building form and neighborhood compatibility criteria for development.	Up to 2.5 stories.	Allow 1 unit per lot. (Zoning ordinance to consider support for existing "plexes" - e.g., duplexes - at the base level.) Allow up to 3-unit dwellings if the first unit meets affordability requirements. Allow up to 4-unit dwellings if the existing structure is maintained and at least one affordable unit is provided. Consider allowing additional units and height under a bonus program or other zoning mechanism with greater and deeper affordability than non-sensitive areas.
Medium Intensity Residential Increase opportunities for housing development including affordable housing, along neighborhoods corridors, near community amenities, employment centers, and in neighborhoods that are traditionally less affordable.	Compatible with existing residential and historic neighborhood context. House-sized infill to include structures with similar building height, building width, and side and front yard setbacks as surrounding residential structures. Zoning tools will define building form and neighborhood compatibility criteria for development (e.g., lot coverage, topography, parking, environmental resources, etc.)	Up to 4 stories.	Allow small, "house-sized" multi-unit buildings (up to 12-unit dwellings), accessory dwelling units (ADUs), cottage courts, and rowhouses / townhouses. Utilize a bonus program or other inclusionary zoning mechanism to support affordability.
Higher-Intensity Residential Provide opportunities for higher density, multi-family focused development. Incentivize affordability and increased intensity to meet Affordable Housing Plan goals.	Compatible with existing residential and historic neighborhood context. Highest building heights according to context. Zoning tools will define building form and neighborhood compatibility criteria for development (e.g., lot coverage, topography, parking, environmental resources, etc.)	Up to 5 stories.	Multi-unit housing (13+ units per lot). May include large and/or smaller-scaled buildings. Limited ground floor commercial uses are encouraged. Requirements for affordability to be determined in the inclusionary zoning study, following the adoption of the Comprehensive Plan.

The Charlottesville Future Land Use Category Descriptions for Residential Categories.

POLICY DIRECTION

On September 27, 2022, a joint work session was held with City Council and Planning Commission to discuss this Diagnostic and Approach document and gather feedback on the recommendations. During the work session, three key policies were determined to be integral to meeting the City's affordable housing goals, and direction was given for these policies to be incorporated into the first draft of the Zoning Ordinance rewrite.

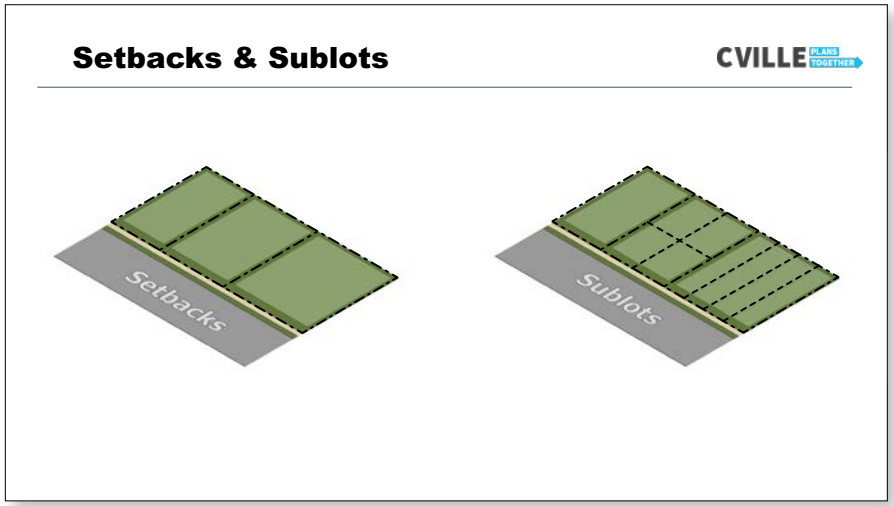
AFFORDABLE UNITS IN GENERAL RESIDENTIAL

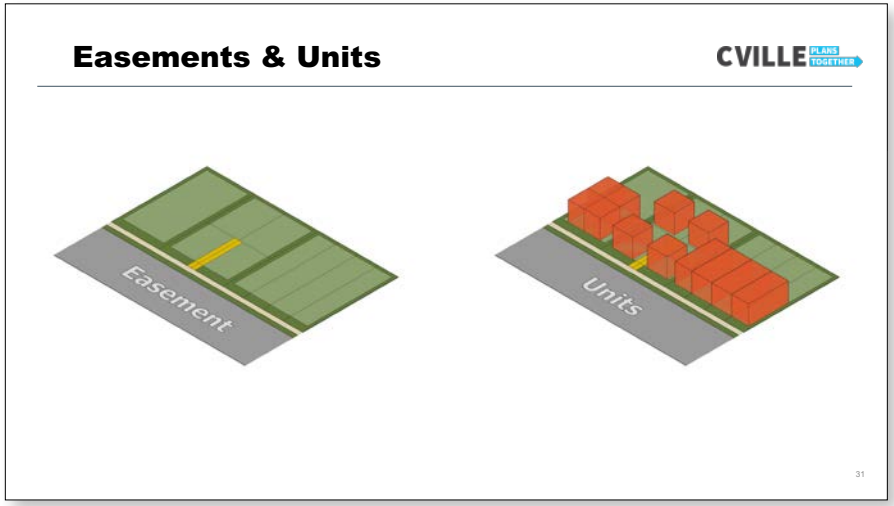
In the zoning district that implements the General Residential land use category, it was determined that in addition to allowing 3 units on each lot and allowing 4 units if the existing structure is maintained, up to 8 units should be allowed if all of the units on the lot meet the City's requirements of an affordable unit.

LOT SIZE IN GENERAL RESIDENTIAL

The concept of lots and sublots was introduced at the work session using the diagrams to the right. Requirements of the zoning district (such as lot size, building coverage, and allowed number of units) and the subdivision ordinance apply to the lot. The lot can also be divided into sublots, which has the benefit of allowing for fee-simple ownership of separate units on each lot. The concept of zoning lots and sublots applies to all zoning districts.

Based on using the concept of zoning lots and sublots, it was also determined that a single zoning lot size should be used for the zoning district that implements the General Residential land use category: 6,000 SF.





PARKING MINIMUMS

As a starting point, it was determined that there should be no parking minimums for any zoning district or use. This does not mean that parking cannot be provided, but instead does not require a minimum amount of parking to be provided on a development site. In some zoning districts, parking maximums will be recommended. Parking maximums will put a cap on the amount of parking that can be provided on a development site.

PART 2

ZONE FOR AFFORDABLE HOUSING

INTRODUCTION

The Comprehensive Plan defines affordable housing as, "housing that can be obtained for 30% or less of a household's income." Charlottesville has significant housing affordability challenges that must be tackled on multiple fronts. This issue was clarified during the preparation of the Affordable Housing Plan through analyses conducted by HR&A (a member of the Cville Plans Together consultant team) in support of the Comprehensive Plan.

IMPLEMENT THE AFFORDABLE HOUSING PLAN

> "The recommendations within the Charlottesville Affordable Housing Plan are built with three guiding principles in mind: racial equity, regional collaboration, and a focus on a comprehensive approach.
> These guiding principles inform the design and implementation of recommended strategies and will enable the City to track the impacts of its affordable housing activities. Aligning the City's affordable housing policies, programs, and investments with these guiding principles will help the City to more effectively address the affordable housing needs of its residents and workers."

(Excerpt from the Charlottesville Affordable Housing Plan)

Specific to land use and zoning, the Affordable Housing Plan describes a variety of methods for fostering more housing affordability in the city, including a focus on creating more opportunities for housing in neighborhoods with historically exclusionary housing, while minimizing displacement from neighborhoods with many low-income residents. While subsidized housing is necessary to support those with the greatest need, many people think only of subsidized housing projects when affordable housing is discussed. Guided by the Land Use recommendations in the Comprehensive Plan, this diagnosis focuses on all of the zoning tools available to increase affordability citywide, including new housing options and streamlined development review processes.

ZONING TODAY

Currently, affordable housing is provided mainly through two zoning mechanisms: proffers offered at the time of rezoning land for higher intensity use (intended to capture some of the enhanced value of rezoning in the form of affordability limits on some units), and through conditions attached to the special use permit process, especially as applied to increased height or density.

In Virginia law, the special use permit process is intended primarily to allow for predetermined uses listed in the Zoning Ordinance that may fit into an existing zoning district, provided they are reviewed for their fit within the existing surrounding context. This process allows conditions to be placed on the requested use to ensure compatibility with the surroundings. Traditionally, special use permit conditions would be related to a direct impact of the use, such as limiting building size or other measures intended to ensure adequate public facilities are available. Charlottesville widely uses this tool, allowing additional height or density while applying a condition that some units are affordable in trade for the additional height or density.

Both the rezoning process and the special use permit process are reviewed in a discretionary fashion, in which the review body is allowed to reject the rezoning or permit. This provides significant leverage to the City, but also creates a frequently contentious, unpredictable, and time-consuming process.

Following the adoption of the new zoning map, limited rezoning is anticipated to occur, as the new zoning districts will align with the Comprehensive Plan.

In addition, a more limited version of the special use permit process (focused solely on uses designated in the zoning text, not increases to mass and bulk) is anticipated in the new Zoning Ordinance. In the future, affordable housing would be provided through predetermined inclusionary zoning (bonus) measures.

NEW TOOLS NEEDED

As stated in the Affordable Housing Plan, "Charlottesville should revise its regulations and development approval processes to increase the supply of housing and slow the increase of housing cost, while protecting lower income and other marginalized communities." In support of these efforts to improve affordability, a variety of changes to the existing zoning are needed:

- Allow more units on every lot zoned for only a single unit today
- Allow more rental and ownership options
- Create zoning incentives (see next section)
- Adopt an inclusionary zoning policy (see next section)
- Create a toolkit to avoid displacing at-risk communities

All of these changes will not necessarily all apply within each zoning district. Some tools are better suited for smaller-scale development while others make more sense for larger projects.

Analysis of these tools is underway at the time of publication of this document. A description of the goals and approach to the analysis is included in the following section. The findings of the analysis will directly inform the rules and regulations drafted in the new Zoning Ordinance to ensure the right tools are being used in the right places to support affordability goals of the City.

TOOLS TO HELP ENSURE AFFORDABILITY

INCLUSIONARY ZONING

As part of the Cville Plans Together process, the City is in the process of creating an inclusionary zoning program to produce new affordable housing. Inclusionary zoning is a tool recently enabled in Charlottesville by the Virginia legislature (in Code of Virgina Section 15.2-2304. Affordable dwelling unit ordinances in certain localities). It is typically applied to projects over a certain size, and can incentivize the inclusion of a certain percentage of units in a development that are affordable to households at or below a certain level of income. Rent and sales prices for these affordable units would be set according a formula adopted by the City.

The consultant team is currently working with the City to:

- Establish an incentive-based inclusionary zoning policy for developments over a certain size
- Set appropriate levels of affordability (market rate or subsidized)
- Study the balance between affordable units provided and the need for additional height.

Inclusionary zoning in Virginia means the use of a bonus in the form of increased project intensity or other benefits to a developer in return for the developer providing or preserving certain elements or uses desired by the locality, including affordable housing creation.

The following incentives should be "baked into" the zoning districts and standards, allowing more building height, building coverage, or site flexibility in a specified way in trade for:

- **Affordable housing.** Additional height, floor area, or building coverage should be allowed in trade for affordable housing (especially in the General Residential and Medium Intensity land use categories).
- **Preservation of existing buildings.** An additional unit or units should be allowed where an existing home or structure is preserved.
- **Other trade-off incentives.** When affordable housing is provided, flexibility should be baked into development standards in order to reduce the barriers to development of the site. These incentives can include flexibility for things like parking reductions, stormwater mitigation, and tree protection. These incentives are further discussed in the "Better Zoning Standards" section.

Program Design Approach

HR&A Advisors was responsible for leading the development of the Affordable Housing Plan (finalized in March 2021) and is now engaged in working with the City and Code Studio to develop the Inclusionary Zoning Program.

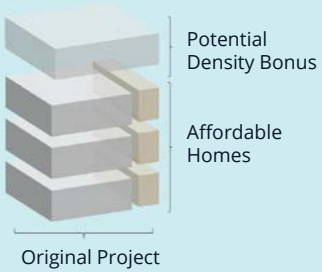
The Affordable Housing Plan calls for the City to design an Inclusionary Zoning Program that supports Charlottesville's housing needs through the creation of affordable housing that the market would not otherwise build.

The Affordable Housing Plan established guiding principles including racial equity and a comprehensive approach. The Inclusionary Zoning Program should support these principles through the development of mixed-income housing, particularly in historically exclusionary neighborhoods.

HR&A's analysis is driven by the following goals and ideas:

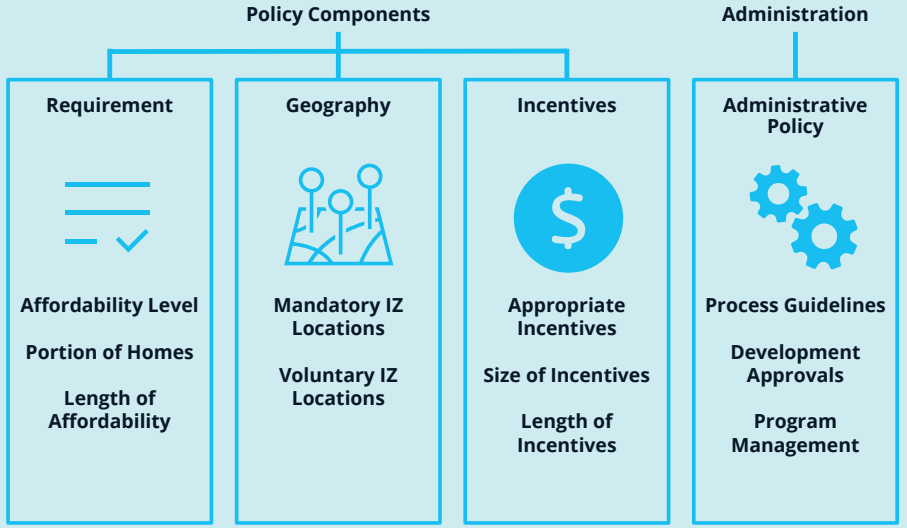
- Create policy recommendations that align with real estate market conditions in Charlottesville.
- Conduct granular financial analysis to understand the impact of any Inclusionary Zoning requirements and the toolkit of incentives that can be used to offset the impact.
- Consider and balance the required affordability, appropriate incentives to offset developer costs, and the City's administrative needs and processes.
- Create an inclusionary zoning program that aligns with fair housing principles and is equitable in allocating the new or additional affordable housing units for qualified households.
- Ensure units are affordable as long as possible or in perpetuity, so that we are always adding to the affordable housing supply, not replacing lost affordable units.
- Seek the greatest level of affordability that is viable. This will involve balancing the depth of affordability (how much rents are below market), the portion of homes that are affordable (1 in 4, 1 in 8, etc.), and the economic feasibility (the level of housing development that policy will support). Projects may strive for additional feasibility in additional units, but the base level of affordability will likely be no lower than 60% of Area Median Income (AMI). For Charlottesville, 60% of AMI for a family of 4 is $56,220, and an affordable housing unit would cost no more than $1,560 per month.

An IZ policy creates affordable homes within new market rate development.



- Inclusionary zoning policies **require** developers to include affordable homes in market-rate developments, often in exchange for incentives such as bonus density or tax abatement.
- Rents for affordable homes are set relative to the **Area Median Income (AMI)**, the household income for the median household in a region.

The design of an inclusionary zoning policy must consider the affordability of homes required, appropriate incentives to offset developer costs, and administrative needs and processes.



Those goals and ideas will be subject to the findings from the Market & Feasibility Analysis, which includes the following steps:

- **Identify prototypical development types in Charlottesville**, specifying typical land costs, construction costs, and market rents for each type, and noting any variations by submarket. As part of developing these assumptions, the team interviewed local developers who have delivered affordable, mixed-income, and market-rate developments in the city in the past 10 years.
- **Review best practices from across the U.S. and local policy in order to evaluate potential inclusionary zoning incentives.** The team is also seeking input from stakeholders on the attractiveness of specific incentives in the Charlottesville market. The analysis will determine which combinations of available incentives are more effective or impactful for different building typologies and different levels of affordability.
- **Create six representative development scenarios.** These development scenarios are input into a dynamic proforma model. That model helps the team evaluate the financial feasibility of market rate development, the impact of providing affordable housing units, and the toolkit of incentives that can be used to offset the impact of providing affordable housing to make inclusive development more feasible.

The team will use this analysis to design policies that optimize affordable housing production and ensure Charlottesville's neighborhoods are positioned to grow inclusively and sustainably. In most markets, this leads to an affordability level of about 60% of AMI for 8-12% of the homes and little net change in the pace of development. The team will also work with the City to identify local regulation changes that may be required to support the recommendations.

IMPLEMENT TOOLS TO SUPPORT ZONING

The City must also support the new Zoning Ordinance with strategies beyond zoning to address affordability barriers. Recommendations from the Affordable Housing Plan include the following:

- Focus on areas at risk of displacement for programs and funding:
  - Promote owner-occupied rehabilitation.
  - Create partnerships for providing affordable units using City-owned land or land trusts or land bank options.
- Review the requirements of subdivision and stormwater regulations for barriers to infill housing.
- Create an equity analysis approach for evaluating Future Land Use Map changes and subsequent zoning changes.
- Support an amendment to the statewide building code to allow smaller-scale projects like plexes with more than 2 units to be developed under the International Residential Code (IRC) rather than requiring projects to adhere to the standards of the International Building Code (IBC). This effort would require state legislative approval.
- Continue to fund and subsidize affordable housing at the City level.
- Improve governance of quasi-governmental entities associated with affordable housing across the city.
- Enhance tenant rights across the city.
- Prioritize support for small-scale, local developers aiming to work with communities to create new housing opportunities in existing neighborhoods.

REDUCING POTENTIAL DISPLACEMENT

THE ISSUE

According to the Affordable Housing Plan, "1 in 4 of Charlottesville's Black homeowners have moved out of the city or lost their home between 2000 and 2018. Low-income African American and Hispanic households bear a disproportionate share of the burden of the lack of affordable housing. In the last 7 years, Charlottesville has seen a decrease in the share of Black people residing in the city. The displacement of low-income people results in a decline in diversity, loss of community, and perpetuation of a system of white supremacy that has characterized Charlottesville's history."

The Comprehensive Plan has identified some communities as vulnerable to the risk of displacement due to a combination of demographic factors, including race, ethnicity, and income. Strategies to reduce the risk of displacement must be included in any zoning district and standards for these areas. Note that not all of these areas (called "sensitive community areas" in the Comprehensive Plan) may be treated in similar fashion under the new Zoning Ordinance - they will all be reviewed for their specific protection needs.

Map a Zoning Overlay District

The generalized areas described as "sensitive community areas" in the Comprehensive Plan (which were based on US Census Block Groups) must be refined to ensure the appropriate areas are protected from some of the risk of displacement. Areas and factors to be considered in this analysis may include (but will not be limited to):

- Areas adjacent to the identified "sensitive community area" Census Block Groups that have similar demographics and may be similarly at risk for displacement
- Areas with a high percentage of rental units
- Neighborhoods that have experienced a high unit turnover and strong sales trends
- Community input related to areas/populations at risk for displacement

This analysis will result in an Overlay District boundary that establishes lots in the areas/communities considered "at risk." This refinement may require changes to the Comprehensive Plan mapping of these areas. It should also be revisited with each Comprehensive Plan update.

Allow Fewer Units Than Other Locations

One way to reduce the potential impact to these areas is to reduce the total number of units that can exist on each lot. However, this approach must be balanced with the desire of existing property owners to benefit from the sale of their land.

Require Retention and Remodeling of Existing Structures

Another way to reduce the pressure for all new units (likely to cost more than the renovation of existing units) would be to require the retention and remodeling of the existing unit on the site at the same time new units are introduced.

Support the City's "Right of First Refusal" to Purchase For-sale Properties

Support the City's first right of refusal on individual units. If a local property owner is selling units that are affordable but unrestricted, the City or it's designee, could have a right to acquire those units at fair market value.

RATE OF EXPECTED CHANGE

Zoning is the first step in enabling more types of housing to be developed, and it is understood that some change will occur with the new code. However, since many other factors impact the feasibility and pace of building infill housing, it is important to have a realistic understanding of how quickly change will occur, and the number of new residential units (affordable and market rate) that are likely to be produced. In a forthcoming report by the consultant team (currently in progress), development scenarios and proposed zoning tools will be evaluated to understand the anticipated rate of change and impact on the supply of affordable housing once the new zoning is adopted.

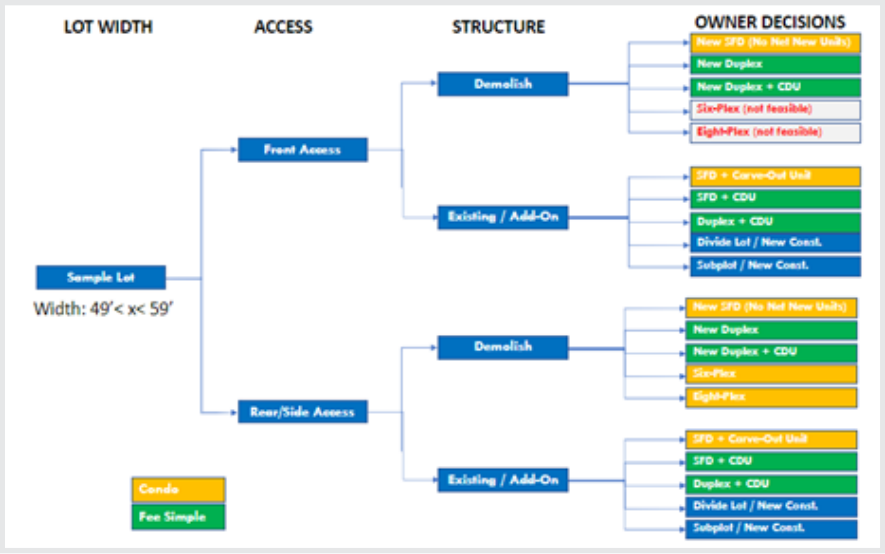
STUDY APPROACH

This study begins at the building level, by modeling each owner's decisions in response to changes in zoning and market conditions. Steps in the analysis include:

- Review existing parcel level data from the Future Land Use Map and confirm requirements for eligible properties to be able to accommodate additional housing units on site (for example, minimum lot size, width, or depth to accommodate additional housing).
- Model parcel data, market factor filters, and production estimates based on owner/developer risk and tolerance.
- Develop a set of market and development assumptions for prototypical new development typologies and assess the total housing capacity on properties. This will allow the team to project the expected level of new housing production.

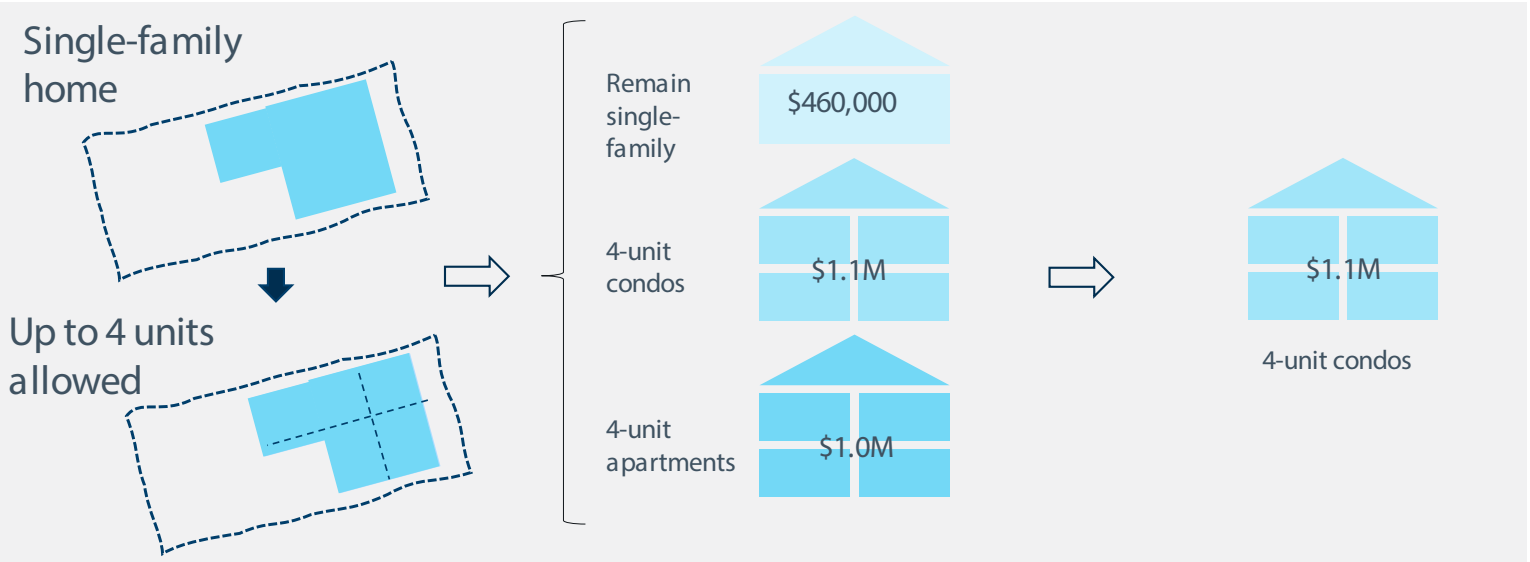
The rate of redevelopment depends on the owner type and the individual responses to the market. For example, research indicated that owners of existing homes are less responsive to price changes, and that macroeconomic trends such as aging, changing family sizes, and job changes impact sales trends of owner-occupied homes. For investor-owned homes (occupied by renters), the analysis assumes that these owners are only likely to redevelop when the margins for selling are out-sized compared to normal returns.

HR&A and Code Studio developed a series of decision trees to test market and development assumptions **(see example below)** as it relates to a sample property in Charlottesville.



From these decision trees, the team is modeling the recommended zoning changes and resulting probabilities of turnover for prototypical developments in the General Residential and Medium-Intensity Residential areas. **The graphic below is an example of how these decisions could be made by owners.**

As part of our analysis, the team is creating a model to project the level of new housing production over time in the city. The model will first determine the financial feasibility of redeveloping certain types of properties and will then estimate the likelihood that those properties will be redeveloped with additional units over time. Based on this likelihood, and in combination with existing development patterns and housing turnover rates, HR&A will estimate the number of properties that would add units and the total additional housing stock that could be created, for both market rate and affordable units. This analysis will serve as a supply estimate for the additional production capacity: the number of additional units that could be produced under a set of assumed zoning changes.



A single-family home may see a change in land value.

Sample property has three options based on the proposed inclusionary zoning policy if the single-family owner sells the property, or chooses to redevelop their own house.

After the sample property turns over, the new owner converts to the option with the highest property value.

SUMMARY OF RECOMMENDATIONS

TOOLS TO HELP ENSURE AFFORDABILITY

- ☑ Establish an inclusionary zoning policy for developments over a certain size
- ☑ Set appropriate levels of affordability (market rate or subsidized)
- ☑ Study the balance between affordable units provided and the need for additional height.
- ☑ Allow an additional unit where an existing house is preserved.
- ☑ When affordable housing is provided, reduce the barriers to development of the site by providing flexible standards including for things like parking, stormwater mitigation, and tree protection.
- ☑ Investigate the adoption of strategies beyond zoning that support the goals of the Affordable Housing Plan.

REDUCING POTENTIAL DISPLACEMENT

Map a Zoning Overlay District

- ☑ Refine the generalized areas described as "sensitive community areas" in the Comprehensive Plan to ensure the appropriate areas are protected from some of the risk of displacement. Include community input in this process.

Allow Fewer Units Than Other Locations

- ☑ Investigate the effectiveness of reducing the total number of units available on each lot, balanced with the desire of existing property owners to benefit from the sale of their land.

Require Retention and Remodeling of Existing Structures

- ☑ Investigate the effectiveness of requiring the retention and remodeling of the existing unit on the site at the same time new units are introduced in order to reduce the pressure to develop all new units.

Support City's "Right of First Refusal" to Purchase Properties

- ☑ Investigate the effectiveness of a policy that allows the City to have "Right of First Refusal" to purchase for-sale properties that are currently affordable but unrestricted in order to preserve existing affordable housing stock.

PART 3

RESIDENTIAL DISTRICT TESTING

INTRODUCTION

Charlottesville's Comprehensive Plan calls for the creation of new zoning tools that will meet the need for a diverse range of housing options across the entire city. These new housing options must be context sensitive, in that they must fit reasonably into the city's existing neighborhoods, allowing these areas to grow and evolve over time. **The intent of this chapter is to explore and test the types of new homes that would meet these goals and objectives.**

The first step in developing new zoning tools to address the vision outlined in the Comprehensive Plan is to understand the existing patterns of blocks and lots in the city's neighborhoods that are dominated by low-intensity residential development today. These include three key residential land use designations described in the Comprehensive Plan:

- General Residential - Sensitive Area
- General Residential
- Medium Intensity Residential

The intent of this section is to test types of infill residential development that would be contextually appropriate and feasible on typical existing lots. The next step in this process will be to create the new zoning districts to respond to the findings of this testing.

KEY ELEMENTS OF RESIDENTIAL DISTRICT TESTING

The primary goal of this residential district testing exercise is to explore examples of what could be built in the areas designated as General Residential and Medium Intensity Residential on the Future Land Use Map of the Comprehensive Plan. Some of the issues explored include:

- Maximum development potential based on proposed future land use categories and potential zoning standards
- Common trade-offs of infill development
- The nature of potential changes to the zoning ordinance to reflect the findings.

DEVELOPMENT POTENTIAL BASED ON ZONING

The residential testing exercise illustrates the maximum development potential (but not necessarily the likely development level) of the lot based on several common lot sizes and the ability to provide vehicle access from the rear of the property.

The emphasis of this modeling is to illustrate what the standards would allow from a zoning perspective alone. There are several site-specific factors that will likely decrease development potential of sites throughout Charlottesville. These other factors include environmental features such as topography and trees, existing utilities and infrastructure, and the financial feasibility of each development scenario.

The residential district testing also highlights other regulations that should be addressed in order to mitigate barriers for the development of infill residential projects.

ILLUSTRATING TRADE-OFFS

Infill development, or development occurring on vacant or under-utilized parcels (for example, empty office spaces or parking lots that are not used) in an area that is already built-out, is often more challenging than development occurring in a greenfield (or an undeveloped property) on open land. Typically, infill parcels are relatively smaller and are in close proximity to existing development, creating unique challenges for each site and limiting flexibility.

Due to these constraints, it is important to understand trade-offs commonly found with infill development. The two most common types of trade-offs are physical trade-offs and financial trade-offs. While all of the trade-offs address important factors, allowing for flexibility helps ensure that infill development is physically and financially feasible. This testing exercise focuses on physical trade-offs. The forthcoming report on the Rate of Expected Change will highlight financial trade-offs.

Physical trade-offs occur when the area of the site is constrained, making it difficult to achieve all of the requirements commonly found in zoning and subdivision regulations. These trade-offs include:

- Maximum allowed number of units
- Required minimum on-site parking spaces
- Required vehicle access and driveway standards
- Required fire lane access
- Required stormwater and impervious cover standards
- Required utility easements
- Required tree protection

Financial trade-offs occur when requirements for development increase the cost of project approval and construction, often resulting in decreased affordability of new units. These trade-offs include:

- Affordability level of new units
- Building code requirements such as International Residential Code (IRC) and International Building Code (IBC) thresholds
- Fire code requirements for sprinklers
- Discretionary approval processes
- Site plan and subdivision review processes and standards

FRAMEWORK FOR TESTING

In order to test potential zoning tools for infill residential development, we modeled and evaluated a series of scenarios in areas identified as General Residential or Medium Intensity on the Future Land Use Map. This process was conducted in the following steps:

- **Step 1:** Determine typical block patterns and lot sizes found throughout Charlottesville.
- **Step 2:** Define typical small-scale infill housing types, and categorize the building types into categories based on scale and character.
- **Step 3:** Test various housing types on typical lots considering common physical constraints including lot size, setbacks, lot coverage, and parking requirements.
- **Step 4:** Test which housing types implement the following three land use categories from the Comprehensive Plan: General Residential - Sensitive, General Residential, and Medium Intensity.
- **Step 5:** Based on the outcomes of the development scenarios, create a set of recommendations to guide the development of revised zoning districts that implement the goals of the Comprehensive Plan.

LOT TYPES

The team conducted an analysis of residential parcels in Charlottesville, with a particular focus on parcels with General Residential - Sensitive, General Residential, and Medium Intensity land use designations. The goal of this analysis was to determine lots that would be representative of patterns found in all of Charlottesville's residential neighborhoods.

While every parcel in Charlottesville will not exactly match the size of the representative lot types, each parcel will have characteristics similar to one or more of the lot types, and that lot type can be referenced to understand potential development patterns for that parcel. The lot type that is most commonly found in each neighborhood of Charlottesville is listed on a following page. While there will be lots within each neighborhood that are more consistent with a different lot type, this is meant to illustrate the predominate development pattern for each area of the city.

From this process, two major categories of lot types emerged - Narrow Lots and Wide Lots. Lot types are described on the following page, and then illustrated in the following section.

Narrow

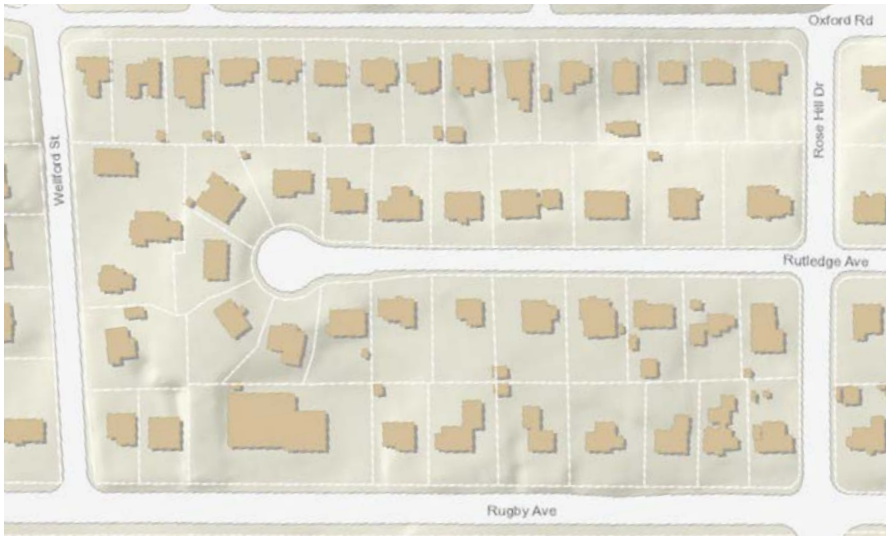
Narrow lots are most commonly found in the oldest areas of Charlottesville, including neighborhoods adjacent to Downtown. The blocks are generally gridded and some have existing or platted alleys. Narrow lots are generally three times deeper than they are wide, which creates challenges accessing the rear of the parcel for blocks without alleys. Two sizes of Narrow lots were identified for testing, with a third set representing parcels that were created by combining two smaller lots, called “Double Lot”.

- Narrow - Small
- Narrow - Medium
- Narrow - Medium, Double Lot (combines two smaller lots)

Wide

Wide lots are most commonly found in the areas of Charlottesville developed after the 1930s. The blocks are generally larger, with modified grid or cul-de-sac street patterns, and very few existing or platted alleys. Wide lots are generally two times deeper than they are wide, which allows for better access to the rear of the property. However, areas with Wide lots also generally have the most topographic constraints, which creates some barriers to development. Three sizes of Wide lots were identified for testing.

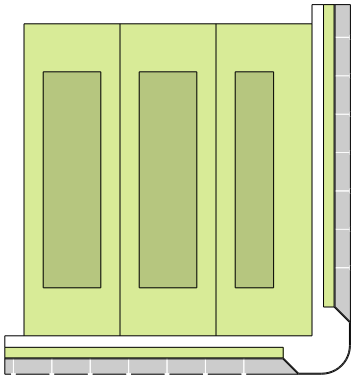
- Wide - Medium
- Wide - Large
- Wide - XLarge



FRAMEWORK FOR TESTING:

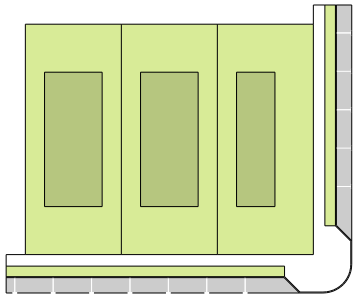
EXISTING ZONING LOTS AND LOT TYPES FOR TESTING

EXISTING ZONING LOTS



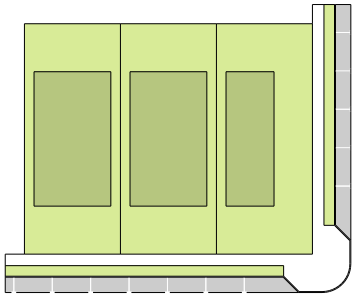
R-1

Minimum Lot Size:	50' x 162.5'
Front Street Setback:	25' or Avg.
Side Street Setback:	20'
Side Setback:	10'
Rear Setback:	25'
Parking Required:	1 / unit



R-1S

Minimum Lot Size:	50' x 120'
Front Street Setback:	25' or Avg.
Side Street Setback:	20'
Side Setback:	10'
Rear Setback:	25'
Parking Required:	1 / unit



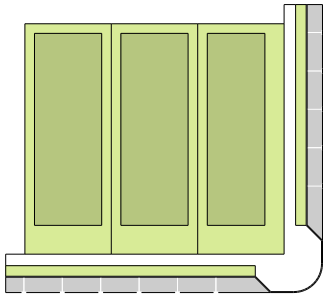
R-2

Minimum Lot Size:	50' x 120'
Front Street Setback:	25' or Avg.
Side Street Setback:	20'
Side Setback:	5'
Rear Setback:	25'
Parking Required:	1 / unit

LOT TYPES FOR TESTING

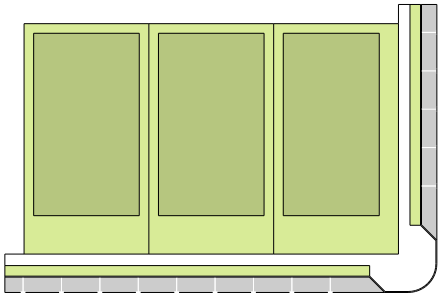
KEY CONSIDERATIONS

- Current zoning standards for lots do not reflect the existing built character of Charlottesville, particularly in neighborhoods characterized as having Narrow lots
- Current zoning standards for lots create nonconformities due to large frontage and setback requirements, and reduce flexibility for infill development
- Reducing or removing parking requirements provides flexibility to support a lower total lot coverage, increased tree protection, increased affordability, and the ability to retain an existing structure



NARROW LOTS

Smallest Size:	45' x 120'
Front Street Setback:	15'
Side Street Setback:	10'
Side Setback:	5'
Rear Setback:	5'
Parking Required:	None



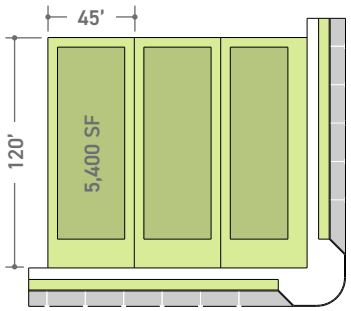
WIDE LOTS

Smallest Size:	65' x 120'
Front Street Setback:	20'
Side Street Setback:	10'
Side Setback:	5'
Rear Setback:	5'
Parking Required:	None

FRAMEWORK FOR TESTING:

LOT TYPES

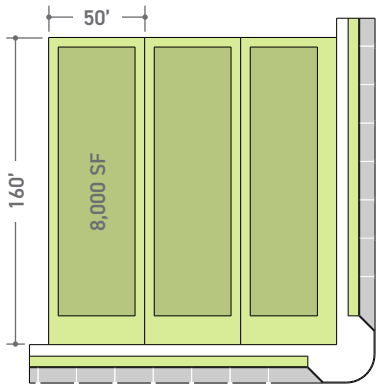
NARROW LOTS



NARROW - SMALL

Representative Neighborhoods:

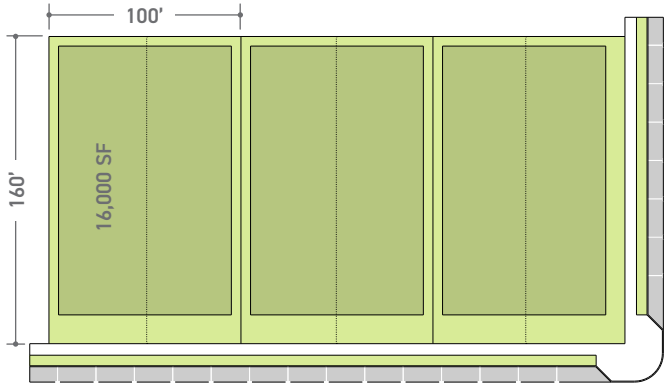
- 10th & Page
- Belmont-Carlton
- Ridge Street
- Rose Hill
- Starr Hill



NARROW - MEDIUM

Representative Neighborhoods:

- Fifeville
- Martha Jefferson
- North Downtown
- Woolen Mills

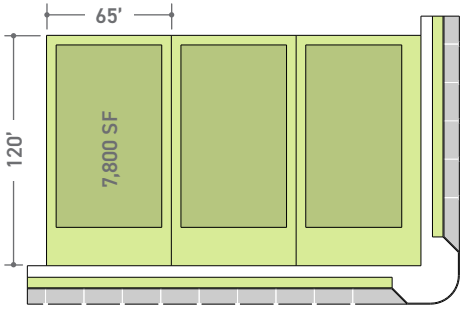


NARROW - MEDIUM DOUBLE

Representative Neighborhoods:

- Fifeville
- Martha Jefferson
- North Downtown
- Woolen Mills

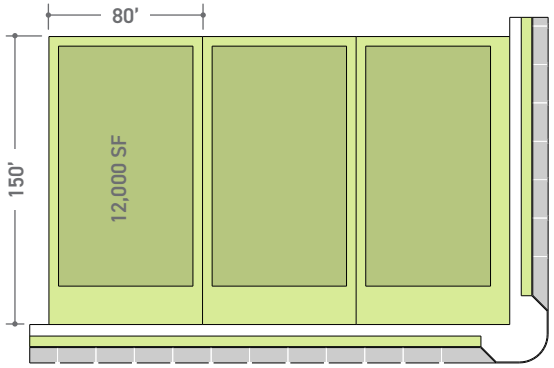
WIDE LOTS



WIDE - MEDIUM

Representative Neighborhoods:

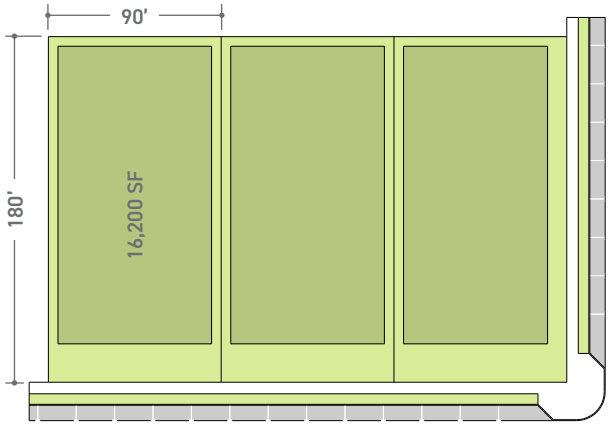
- Fry's Spring
- Johnson Village
- Locust Grove



WIDE - LARGE

Representative Neighborhoods:

- Barracks-Rugby
- Jefferson Park Avenue (JPA)
- Venable



WIDE - XLARGE

Representative Neighborhoods:

- Greenbrier
- Lewis Mountain
- The Meadows

INFILL HOUSING TYPES

We used the following 4 types of infill housing for residential testing. It is important to note that these are not the only types of housing that would be feasible, and the housing style depicted is generic. The uses shown are for testing purposes only.

Definitions and images of each building type are provided on the following pages. This helps to establish shared terms for building types that are commonly known by many names, such as "townhouse", "rowhouse", and "attached single-family".

Type 1: Existing House+

Existing House+ housing types allow for retention of the existing home. The existing house can be modified or additional structures can be added to the lot. Reducing or eliminating parking requirements is an essential component for this housing type, as the existing structure often poses a challenge for accessing the buildable part of the rear of the site around the existing house. These housing types include:

- Carve-out units
- Attached and detached cottages
- Carriage houses
- Accessory commercial units

Type 2: House-Scale Plexes

House-scale "plexes" and cottages are similar in size and scale to single-unit homes. This housing type can be a conversion of an existing house or a new development. Parking is generally detached from the building in order to keep the scale and footprint of the building small. These housing types include:

- Duplex
- Triplex
- Four-plex
- Cottage courts (both vehicle courts and green courts)
- Live-work units

Type 3: Mid-Scale Plexes

Mid-Scale Plexes are generally similar in width to single-unit homes, but tend to be slightly taller or deeper buildings. Depending on the number and the size of units, these plexes are 2- to 3-story buildings. Generally, the buildings are situated on a lot similar to surrounding single-unit homes, but they can also front on a shared courtyard or green. These housing types include:

- 5 to 12-unit small apartments
- Courtyard apartments

Type 4: Townhouses

Townhouses are tall, narrow units with individual entrances organized horizontally into rows. They can vary in height from 2 to 4-story buildings and range typically from 2 to 10 units in a row (single building). Parking is typically tucked under the unit to the rear, in a detached carriage house, or in a shared lot behind the building. Detached parking allows for smaller unit footprints and lower building heights. These housing types include:

- Rowhouses
- Townhouse clusters
- Townhouse courts (vehicle courts and greens)
- Stacked townhouses

FRAMEWORK FOR TESTING:

INFILL HOUSING TYPES

EXISTING HOUSE +

CARVE-OUT UNIT

Carve-out units are created from within the existing footprint of a home. These units are typically found in the attic, basement, or rear of a house, with a separate entry or access to the exterior.

Average Unit Size: 600 SF

CARRIAGE HOUSE

Carriage houses are typically found above a garage or carport. They can be attached or detached from the primary house and range in size based on the size of the garage.

Average Unit Size: 600 SF

ATTACHED OR DETACHED COTTAGE

Cottage units, sometimes referred to as accessory dwelling units or granny flats, are units that are typically smaller than the primary house and can be added to an existing or new construction home.

Average Unit Size: 600 SF

ACCESSORY COMMERCIAL UNIT

Accessory commercial units, or shopfront houses, are small-footprint units allowing limited commercial uses such as home offices, specialty retail spaces, or artist galleries. These units are found on corner lots or in areas of transition in use.

Average Unit Size: 600 SF

HOUSE-SCALE PLEXES

DUPLEX + TRIPLEX

Duplexes and triplexes are typically configured as stacked or side-by-side units with separate entrances. They are similar in scale to single-unit houses, and can be built as a duplex or triplex or converted from a single-unit home.

Average Unit Size: 1,200 SF

COTTAGE COURT

Cottage courts are a series of small-footprint units often arranged around a shared central green or auto-court. Parking is typically detached from the unit, located along driveways or in shared lots around the site.

Average Unit Size: 1,200 SF

FOUR-PLEX

Four-plexes, or quadplexes, are typically 2-story buildings similar in scale and character to single-unit houses. The units have separate entrances from a shared vestibule, with second-level units accessed from a single staircase.

Average Unit Size: 700 SF

LIVE-WORK FOUR-PLEX

Live-work four-plexes are identical in size and scale to typical four-plexes, but allow for a ground floor unit to be used for limited commercial uses. These units are typically found on corner lots or in areas of transition to higher intensities.

Average Unit Size: 700 SF

FRAMEWORK FOR TESTING:

INFILL HOUSING TYPES

MID-SCALE PLEXES

5 TO 12-UNIT APARTMENT

5 to 12-unit apartments, sometimes called small apartments, are typically 2 to 3 stories tall, with entrances off a shared vestibule and upper-story units served by a single staircase.

Average Unit Size: **700 SF**

COURTYARD APARTMENT

Courtyard apartments are units or a series of small apartment buildings around a central, shared green. They are generally the same height as 5 to 12-unit apartments.

Average Unit Size: **700 SF**

TOWNHOUSE

TYPICAL ROWHOUSE

Typical rowhouses are tall, thin units attached horizontally to a series of other units and are typically 2 to 4-stories tall.

Average Unit Size: **1,200 SF**

STACKED TOWNHOUSE

Stacked townhouses, or "two-over-twos" contain 2 vertically-stacked units, attached horizontally to a series of other units. They are typically 3 to 4-stories tall and parking is detached from the unit, located in a shared lot.

Average Unit Size: **1,000 SF**

TOWNHOUSE COURT

Townhouse courts are similar in size and scale to typical rowhouses, except that the units are arranged around a shared courtyard or auto-court. Parking is either tucked under the unit or detached and located in a shared lot.

Average Unit Size: **1,200 SF**

TOWNHOUSE CLUSTER

Townhouse clusters are generally found on narrow lots, resulting in 2 to 3 units facing the street and another cluster of 2 to 3 units facing the rear yard. A driveway is generally shared between the front and rear units.

Average Unit Size: **1,200 SF**

DEVELOPMENT SCENARIOS

This exercise of testing development scenarios was conducted to evaluate the **maximum zoning capacity** based on lot size. Other site-specific or non-zoning considerations such as topography and trees, existing utilities and infrastructure, and the financial feasibility of the development scenario were not considered at this stage of the modeling, and **would likely result in a reduced number of units constructed**.

It is important to note that trees are not shown on the development scenarios to allow for the models to be easily seen. The lack of trees shown in the graphics **does not** indicate that all trees will be removed and not replaced in future development. Tree protection and tree replacement requirements will be included in the new Zoning Ordinance, and strategies for this are contained later in this document.

Relationship Between Housing Types and Lot Types

The infill housing types are modeled on the lot type that has the smallest lot size that could reasonably accommodate that development type. For example, if a four-plex can be accommodated on a Narrow - Small lot, it is also considered a feasible housing type on a Narrow - Medium lot, since this lot is slightly larger.

Key Metrics for Development Scenarios

Each development scenario highlights several key metrics that illustrate conditions necessary for the development to reasonably fit on the site, trade-offs between development patterns, and implementation of the Comprehensive Plan goals. These metrics include: implementing land use category; lot size, type, and number of units; type and number of parking spaces; vehicle access; and maximum lot coverage for each lot type.

Though **on-street parking** is noted on each development scenario, it would not necessarily be required or reserved for that development. The number represents the number of on-street parking spaces that would typically be associated with that type of development.

The **lot coverage** noted on each development scenario includes the building footprints, walkways, driveways, and parking located on the site. The number represents the percent of the site that has impervious cover.

Development of New Zoning Tools

It is important to note that as zoning tools are developed, the allowable number of units for each zoning district will be refined—some districts will have conditions that must be met in order to build a certain number of units on a site, such as providing an affordable unit of housing at a certain level of Area Median Income (AMI) or retention of the existing structure. For this analysis, development scenarios are indicated as implementing a land use category, even if conditions would be required to construct the number of units shown. This particularly applies in General Residential and General Residential - Sensitive land use categories.

As inclusionary bonus tools are explored by the team, there may be cases where bonuses allow for additional units to be built if certain affordability requirements are met. This is not currently reflected in the modeled scenarios and their implementing land use categories.

RECOMMENDATIONS

Based on the modeling exercise illustrated on the following pages, we have developed the following recommendations for the zoning ordinance.

Land Use Implementation Recommendations

- Create two separate categories of zoning districts based on building form and number of units:
  - **House-scale districts** for small-scale infill housing types (with building sizes similar to existing houses in the City) that implement General Residential - Sensitive and General Residential land use categories
  - **Medium-scale districts** for moderate-scale infill housing types (with buildings that look house-scale from the street but may be deeper than existing houses) that implement Medium Intensity land use category
- Create variable requirements or separate districts for Sensitive Areas, with additional requirements for providing affordable units and reducing the risk of displacement

General Recommendations

- Modify existing setback requirements to better match existing development patterns and provide flexibility for infill development
- Reduce or remove parking requirements, particularly for developments providing affordable units
- Where context-sensitive development and retention of existing structures is a priority, consider the following:
  - Variable building height and building width requirements
  - Variable lot coverage and setback requirements based on lot size, with smaller lots allowing for greater lot coverage than larger lot

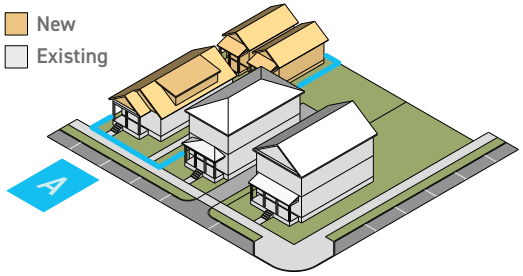
DEVELOPMENT SCENARIOS:

NARROW SMALL LOT

NOTES

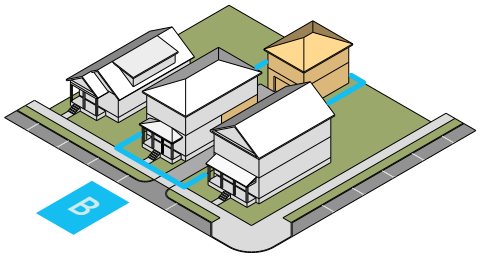
› These scenarios are described in greater detail on the following pages

EXISTING HOUSE + ADDITIONAL STRUCTURES



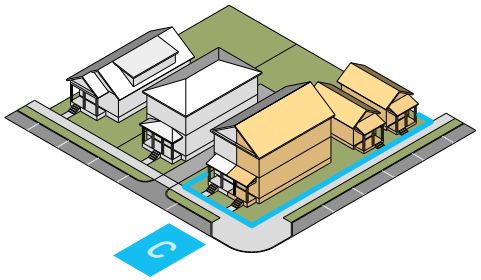
ATTIC CARVE-OUT + DETACHED COTTAGE

Vehicle Access: None



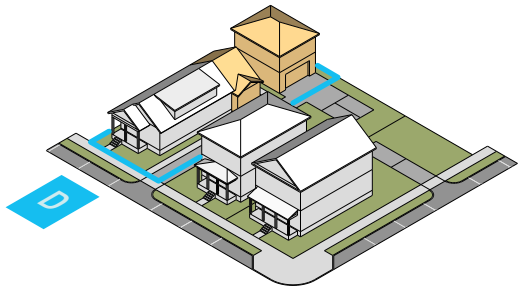
LOWER CARVE-OUT + CARRIAGE HOUSE

Vehicle Access: Front



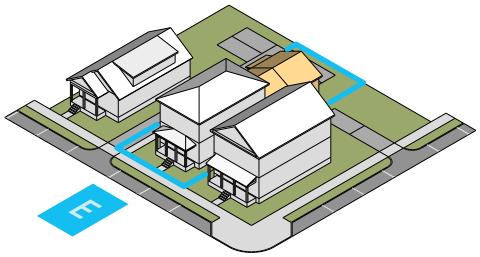
DUPLEX CONVERSION + DETACHED COTTAGE

Vehicle Access: None



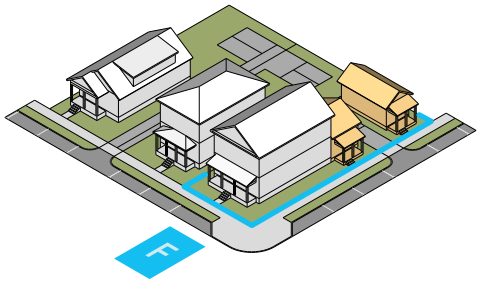
ATTACHED COTTAGE + CARRIAGE HOUSE

Vehicle Access: Front



ATTACHED COTTAGE

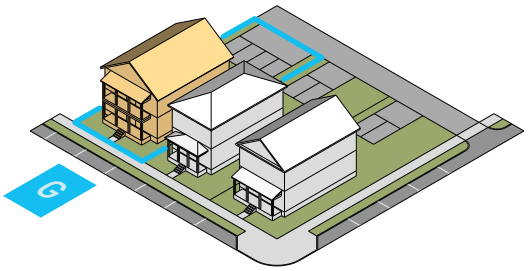
Vehicle Access: Front



ACCESSORY COMMERCIAL UNIT + DETACHED COTTAGE

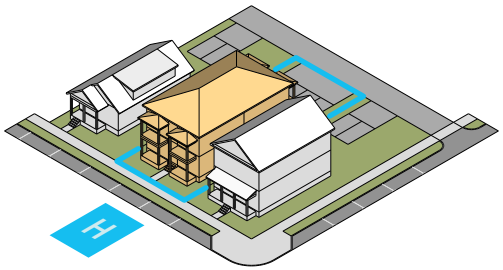
Vehicle Access: Side

NEW DEVELOPMENT



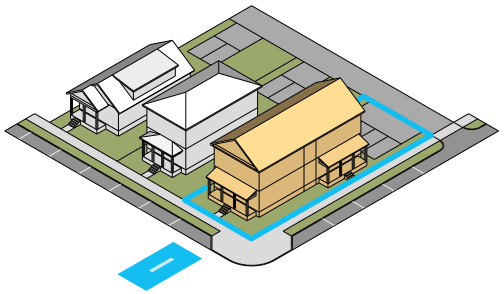
FOUR-PLEX

Vehicle Access: Rear



EIGHT-PLEX

Vehicle Access: Rear



LIVE-WORK FOUR-PLEX

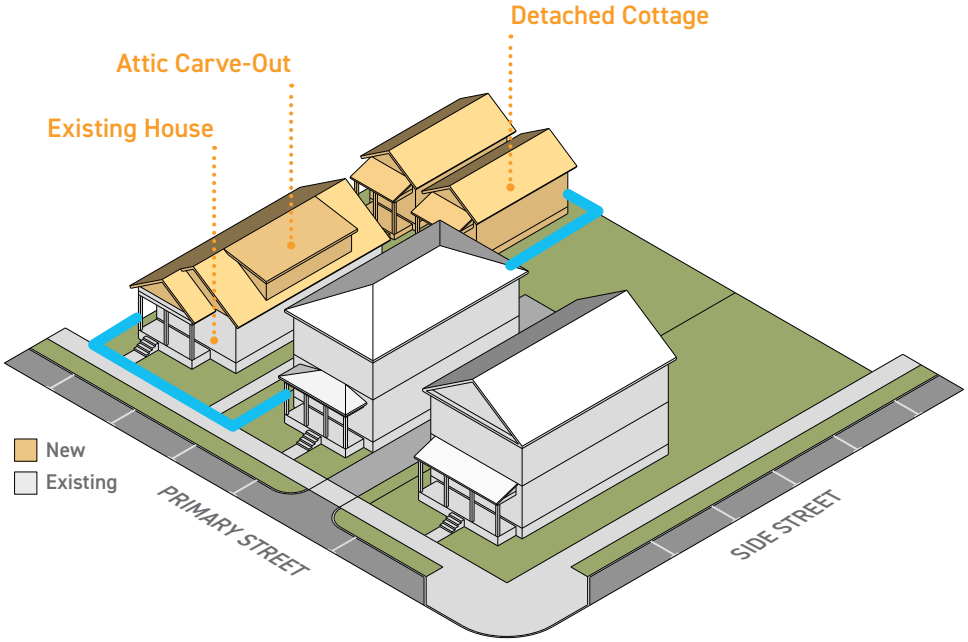
Vehicle Access: Rear

DEVELOPMENT SCENARIOS:

NARROW SMALL LOT

A

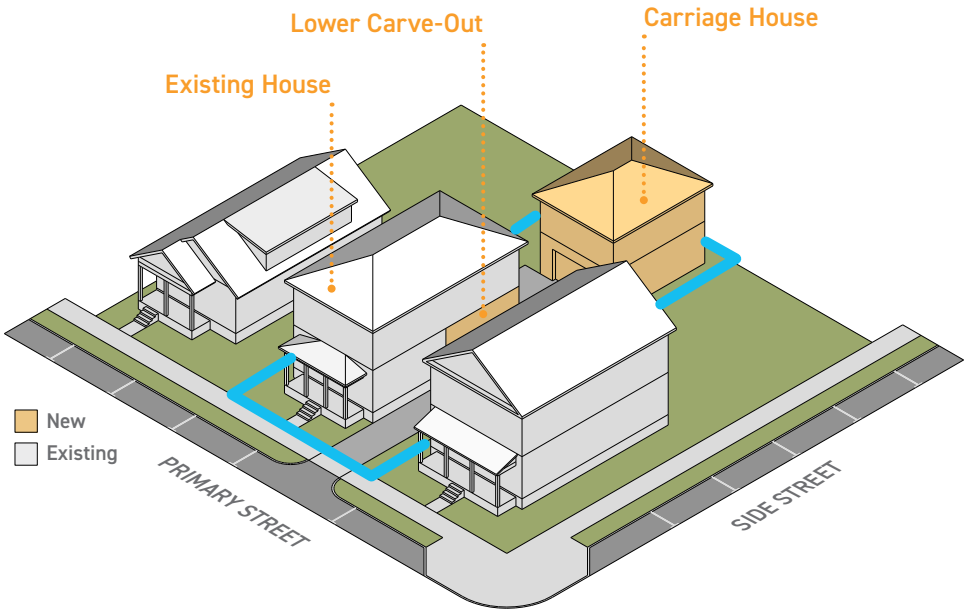
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	1 Existing House 1 Attic Carve-Out 2 Detached Cottages
Parking	0 On-site 2 On-street
Vehicle access	None
Lot coverage	54%

B

- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



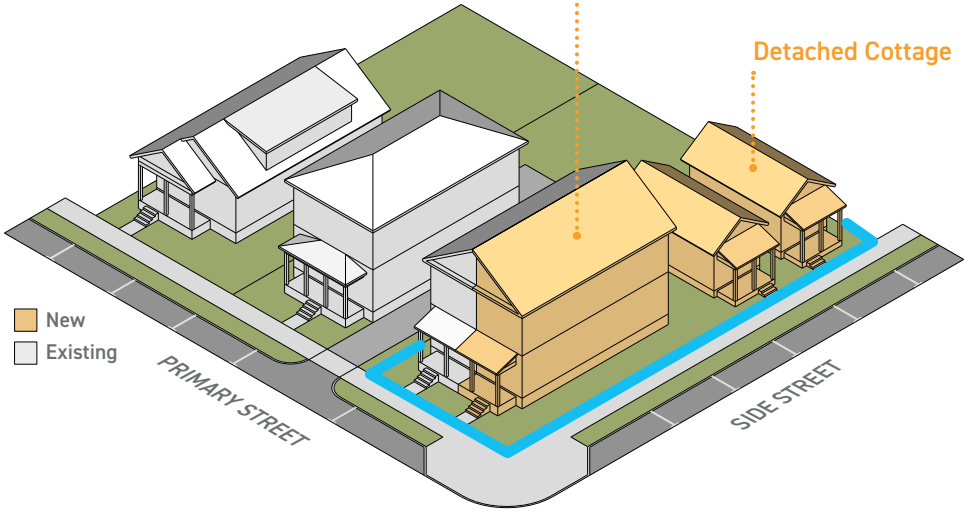
DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	1 Existing House 1 Lower Carve-Out 1 Carriage House
Parking	2 On-site 1 On-street
Vehicle access	Front
Lot coverage	63%

DEVELOPMENT SCENARIOS:

NARROW SMALL LOT

C

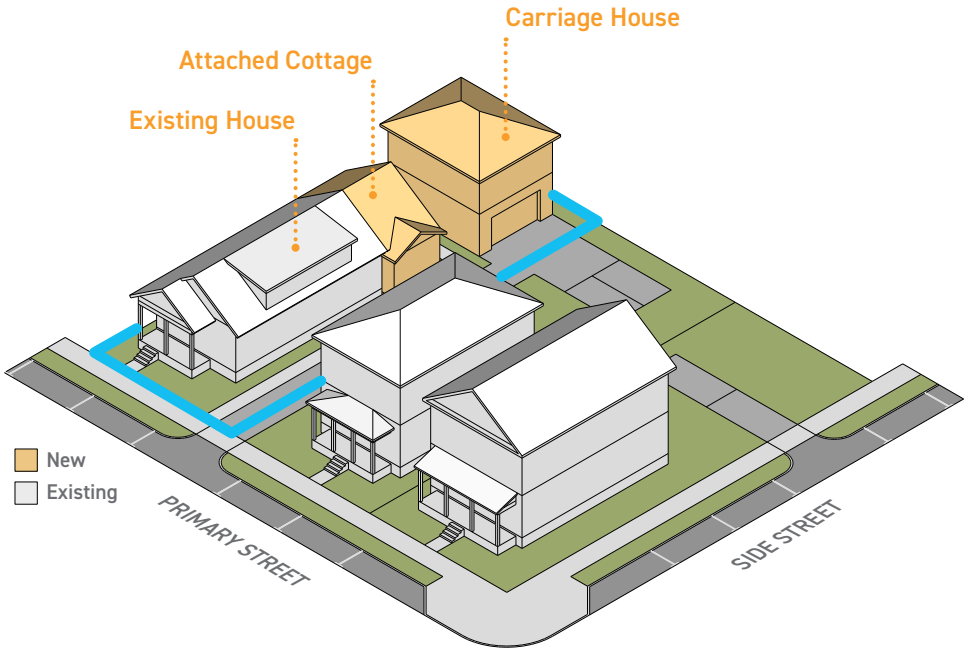
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	2 Existing House to Duplex 2 Detached Cottages
Parking	0 On-site 6 On-street
Vehicle access	None
Lot coverage	51%

D

- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



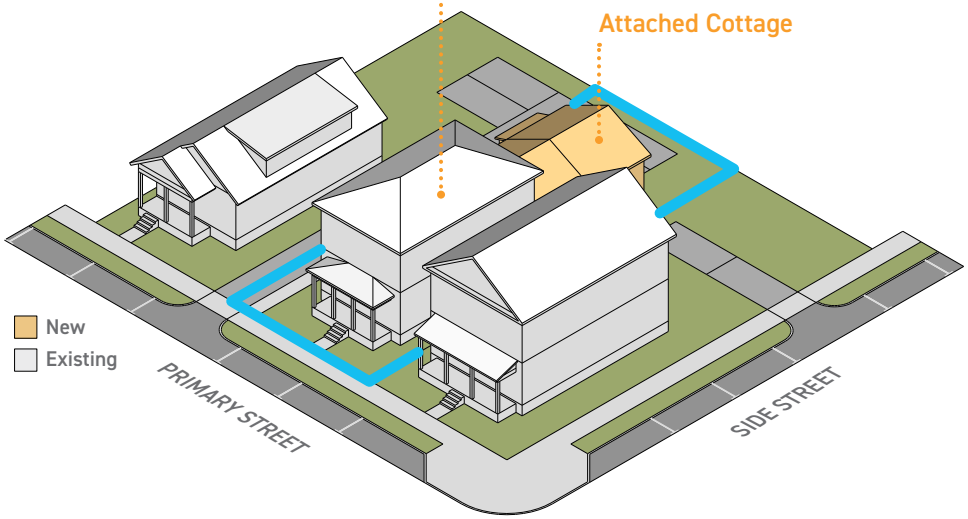
DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	1 Existing House 1 Attached Cottage 1 Carriage House
Parking	2 On-site 2 On-street
Vehicle access	Front
Lot coverage	73%

DEVELOPMENT SCENARIOS:

NARROW SMALL LOT

E

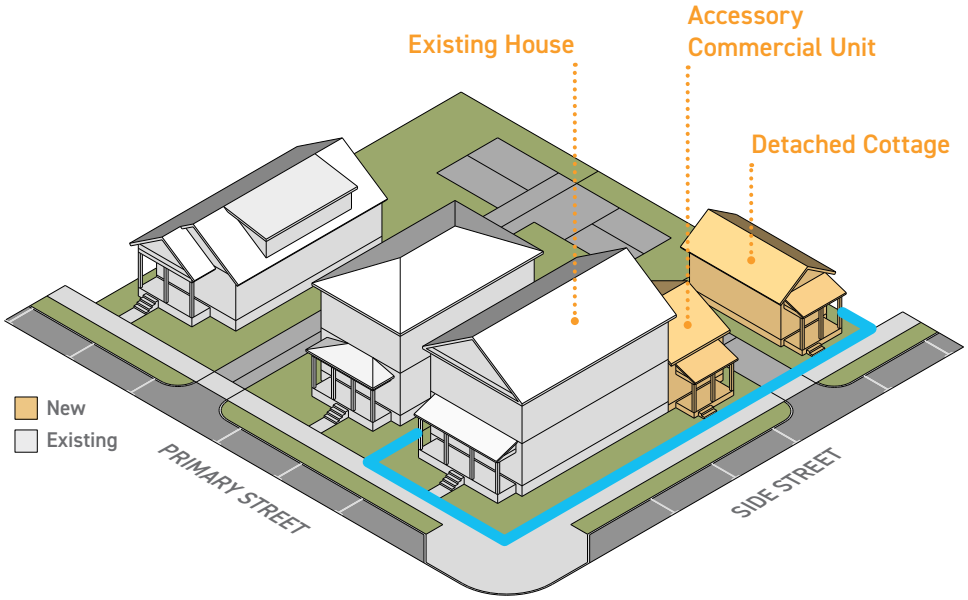
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	1 Existing House 2 Attached Cottages
Parking	2 On-site 2 On-street
Vehicle access	Front
Lot coverage	70%

F

- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	1 Existing House 1 Accessory Commercial Unit 1 Detached Cottage
Parking	2 On-site 5 On-street
Vehicle access	Side
Lot coverage	58%

DEVELOPMENT SCENARIOS:

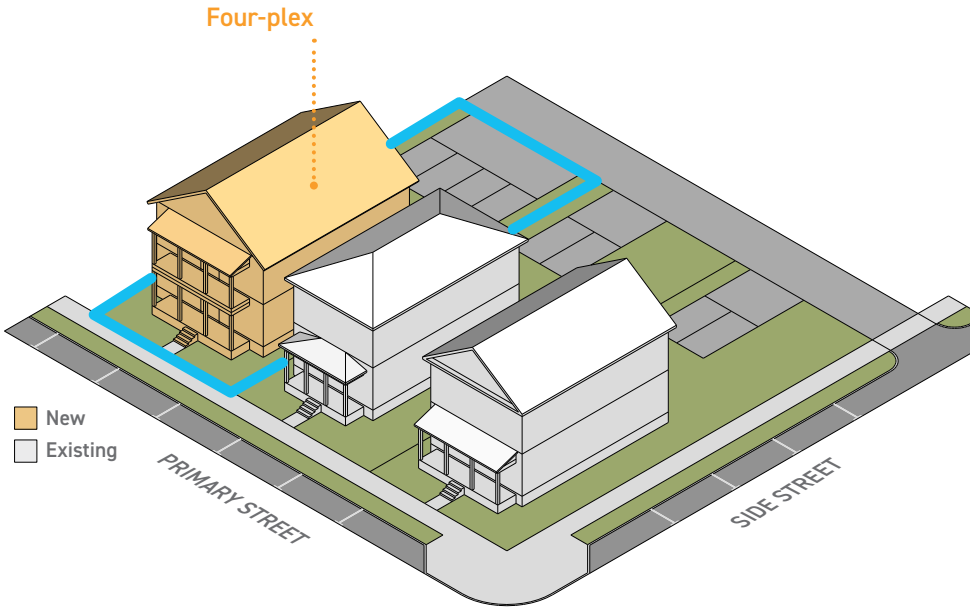
NARROW SMALL LOT

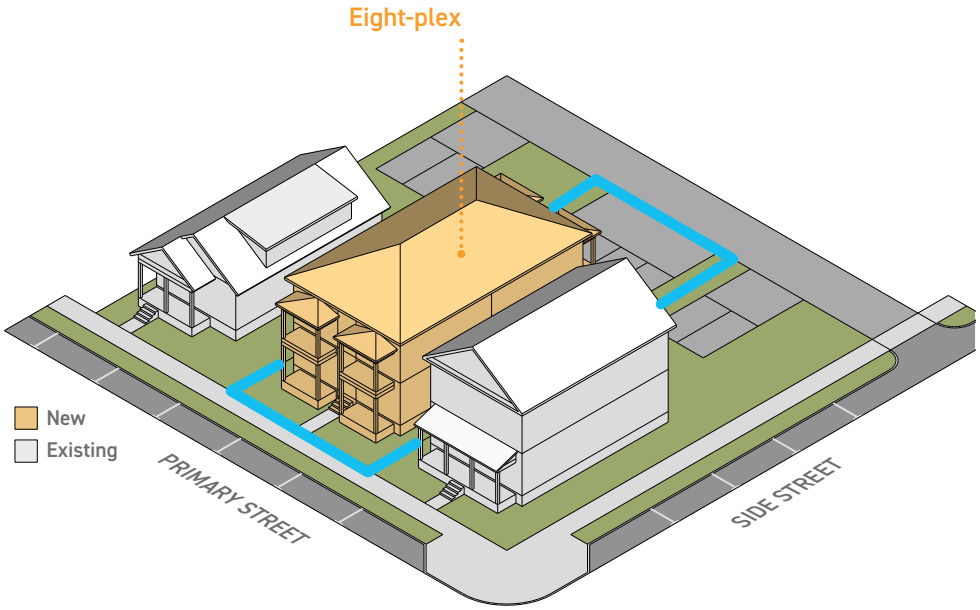
G

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL

H

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL





DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	4 Four-plex
Parking	4 On-site 2 On-street
Vehicle access	Rear
Lot coverage	56%

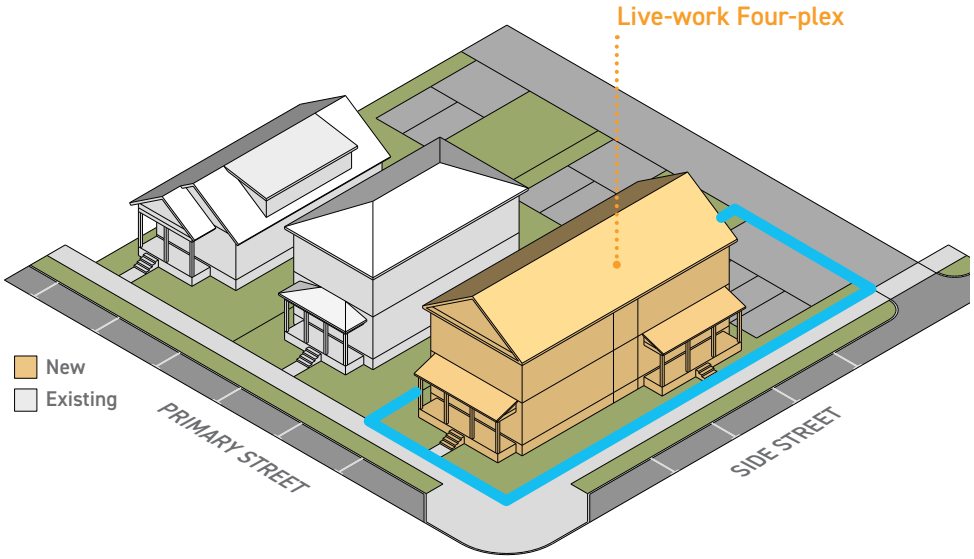
DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	8 Eight-plex
Parking	4 On-site 2 On-street
Vehicle access	Rear
Lot coverage	67%

DEVELOPMENT SCENARIOS:

NARROW SMALL LOT

I

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



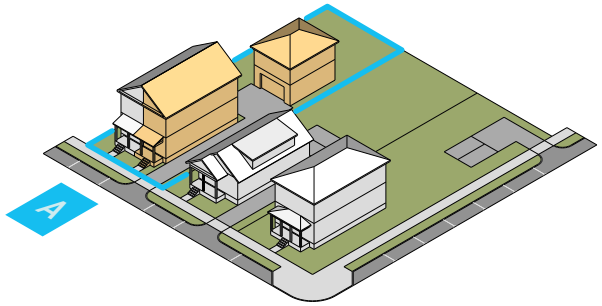
DEVELOPMENT DETAILS	
Lot size	45' x 120'
Units	3 Four-plex 1 Four-plex live-work
Parking	4 On-site 6 On-street
Vehicle access	Rear
Lot coverage	66%

DEVELOPMENT SCENARIOS:

NARROW MEDIUM LOT

EXISTING HOUSE + ADDITIONAL STRUCTURES

New
Existing



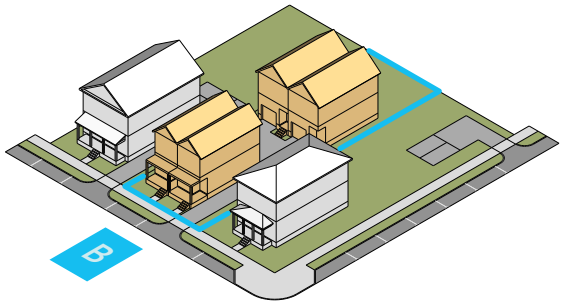
DUPLEX CONVERSION + DETACHED COTTAGE

Vehicle Access: Front

NOTES

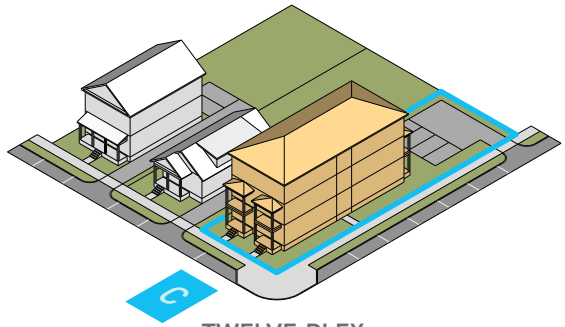
- Development scenarios illustrated on Narrow - Small lots are also feasible development patterns on Narrow - Medium lots
- These scenarios are described in greater detail on the following pages

NEW DEVELOPMENT



TOWNHOUSE CLUSTER

Vehicle Access: Front



TWELVE-PLEX

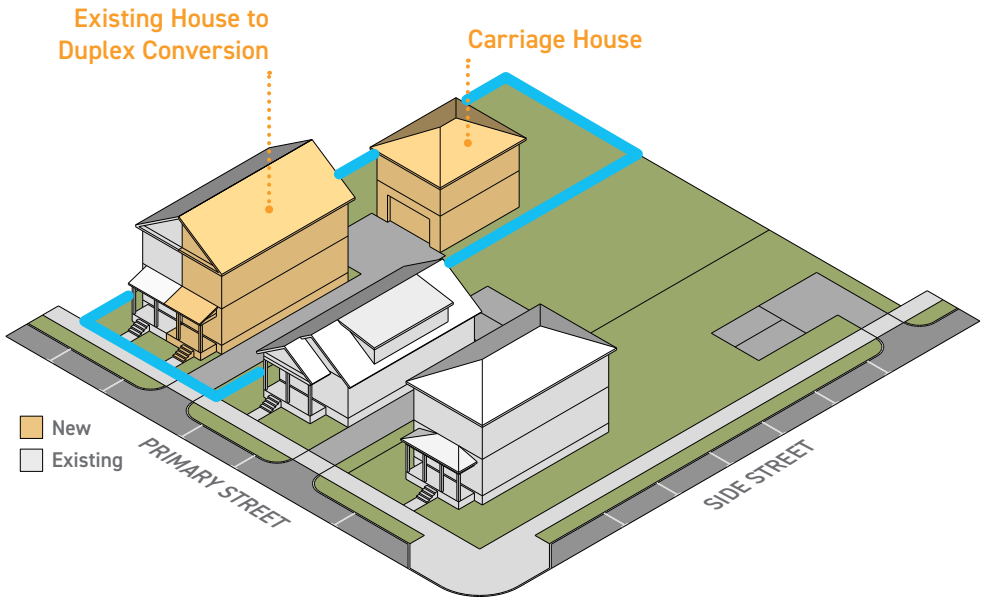
Vehicle Access: Side

DEVELOPMENT SCENARIOS:

NARROW MEDIUM LOT

A

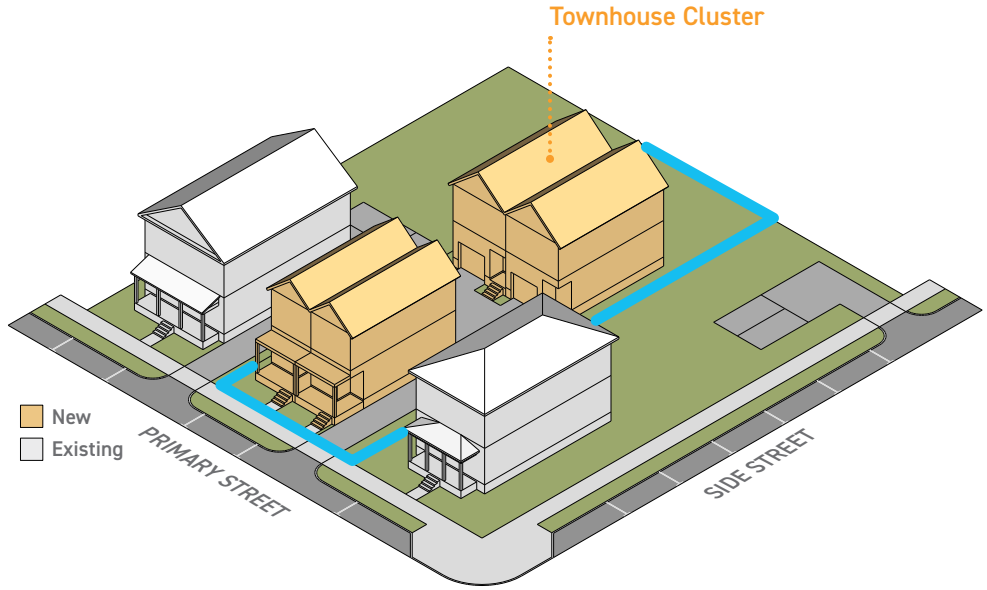
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	50' x 160'
Units	2 Existing House to Duplex 1 Carriage House
Parking	2 On-site 1 On-street
Vehicle access	Front
Lot coverage	46%

B

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



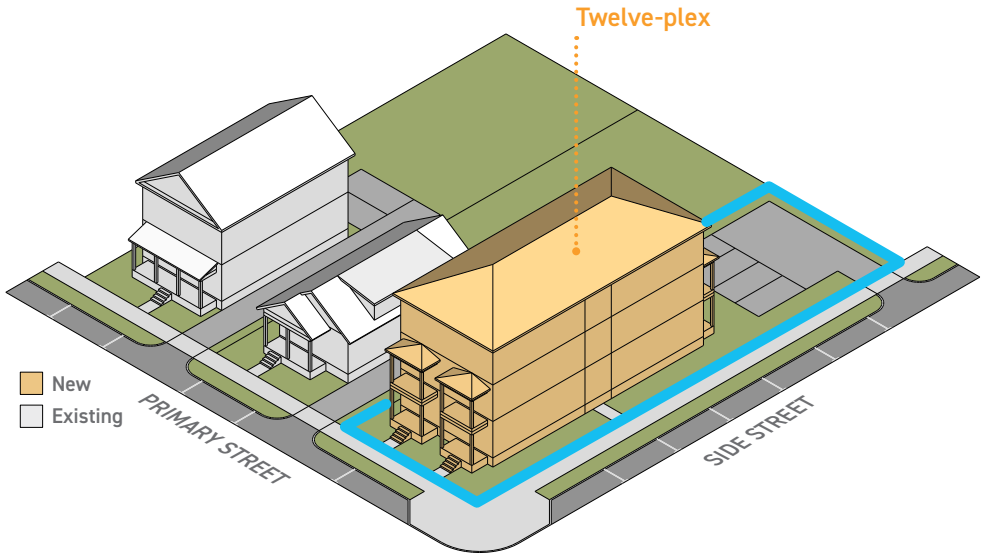
DEVELOPMENT DETAILS	
Lot size	50' x 160'
Units	4 Townhouses
Parking	4 On-site 1 On-street
Vehicle access	Front
Lot coverage	59%

DEVELOPMENT SCENARIOS:

NARROW MEDIUM LOT

C

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	50' x 160'
Units	12 Twelve-plex
Parking	4 On-site 7 On-street
Vehicle access	Side
Lot coverage	59%

DEVELOPMENT SCENARIOS:

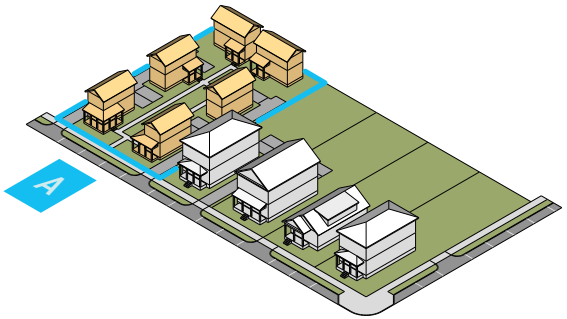
NARROW MEDIUM DOUBLE LOT

NEW DEVELOPMENT

New
Existing

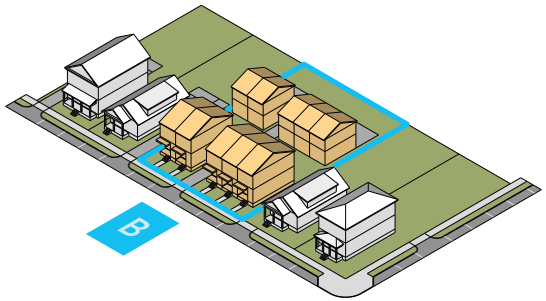
NOTES

- Development scenarios illustrated on Narrow - Small and Narrow - Medium lots are also feasible development patterns on Narrow - Medium Double lots
- These scenarios are described in greater detail on the following pages



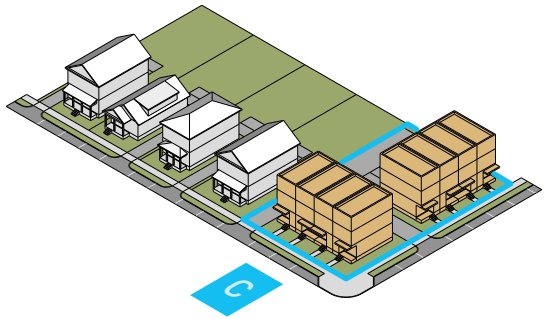
COTTAGE COURT (DETACHED COTTAGES)

Vehicle Access: Front



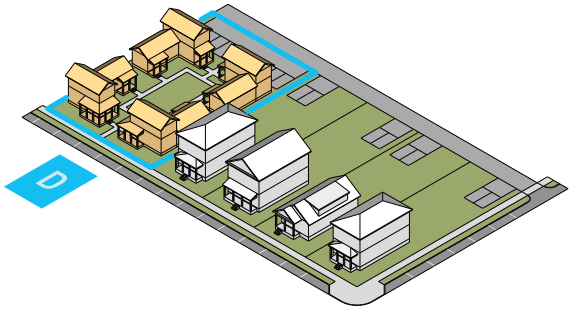
TYPICAL ROWHOUSE + CARRIAGE HOUSE

Vehicle Access: Front



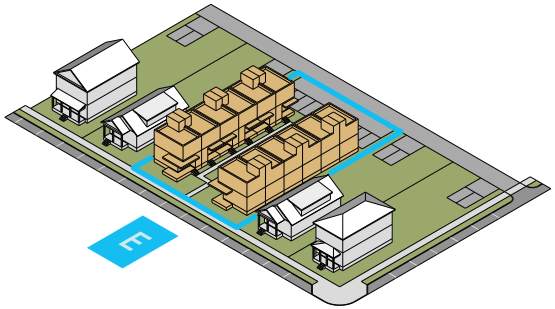
STACKED TOWNHOUSE

Vehicle Access: Front + Side



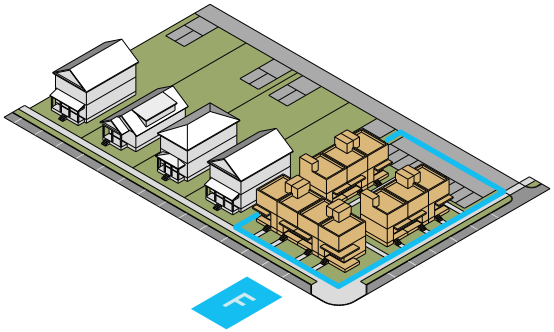
COTTAGE COURT (ATTACHED COTTAGES)

Vehicle Access: Rear



TOWNHOUSE COURT

Vehicle Access: Rear



TOWNHOUSE COURT

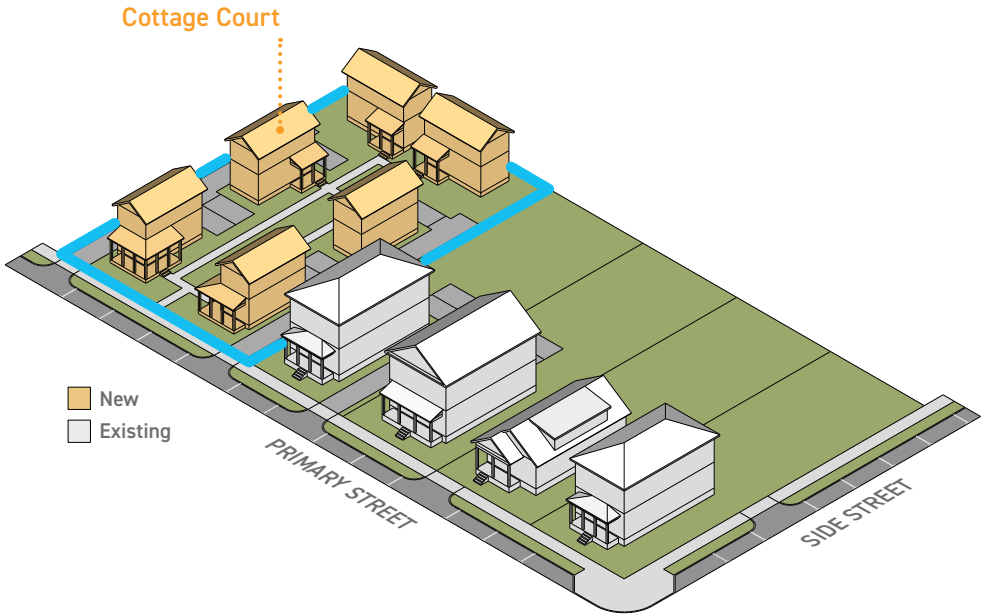
Vehicle Access: Rear

DEVELOPMENT SCENARIOS:

NARROW MEDIUM DOUBLE LOT

A

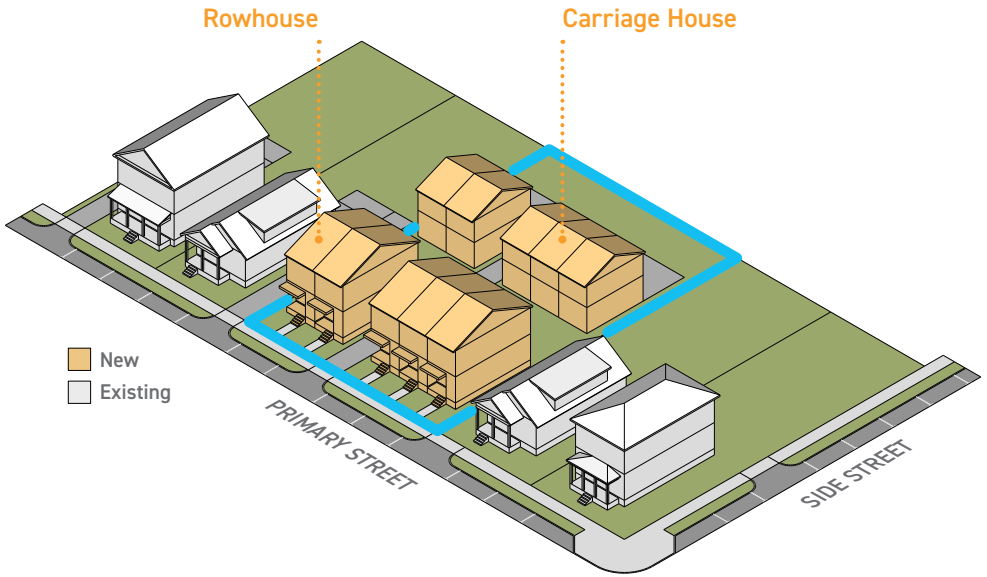
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	6 Cottages
Parking	6 On-site 3 On-street
Vehicle access	Front
Lot coverage	52%

B

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



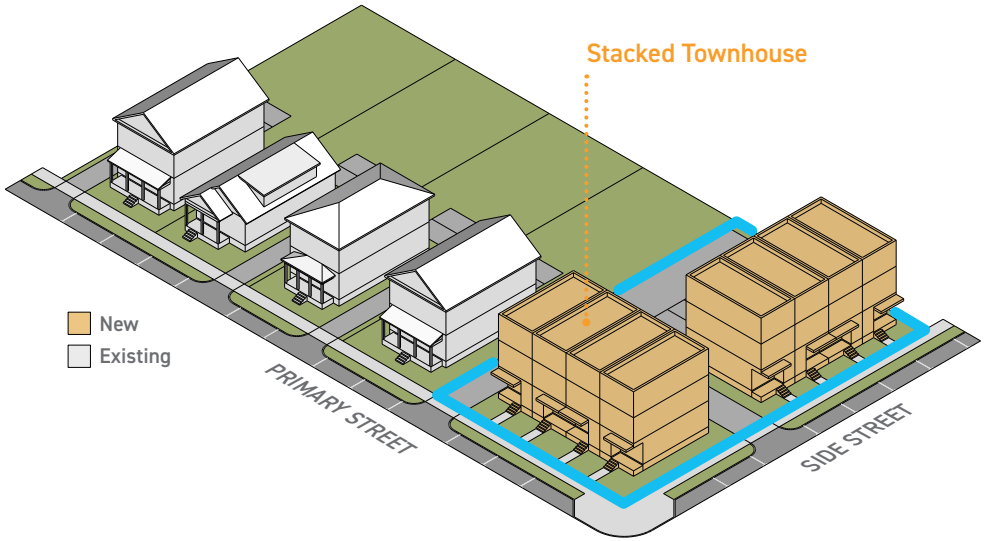
DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	5 Rowhouses 5 Carriage Houses
Parking	5 On-site 3 On-street
Vehicle access	Front
Lot coverage	54%

DEVELOPMENT SCENARIOS:

NARROW MEDIUM DOUBLE LOT

C

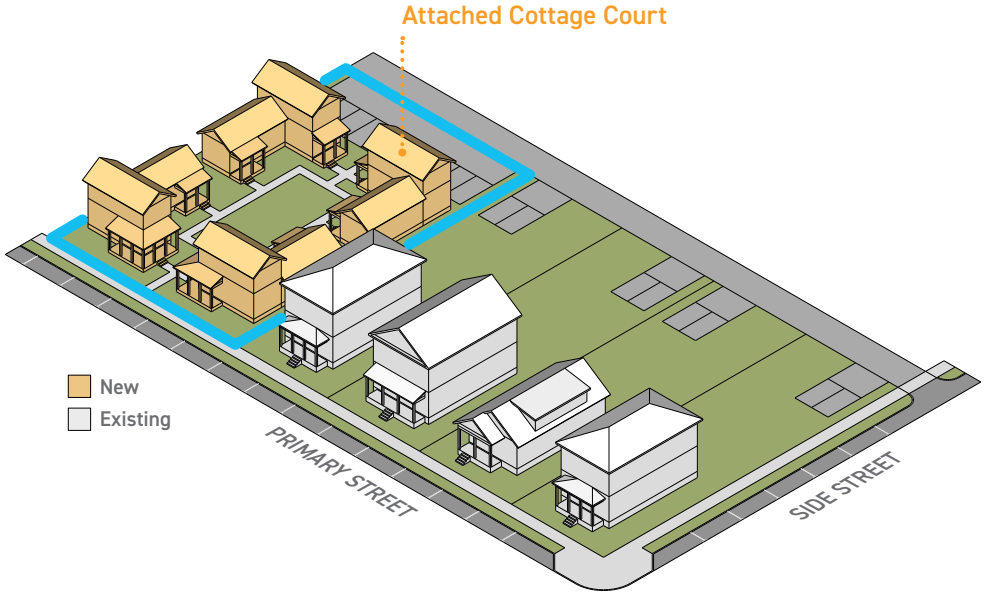
- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	8 Stacked Townhouses (Typical) 8 Stacked Townhouses (Studio)
Parking	8 On-site 9 On-street
Vehicle access	Front and Side
Lot coverage	73%

D

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



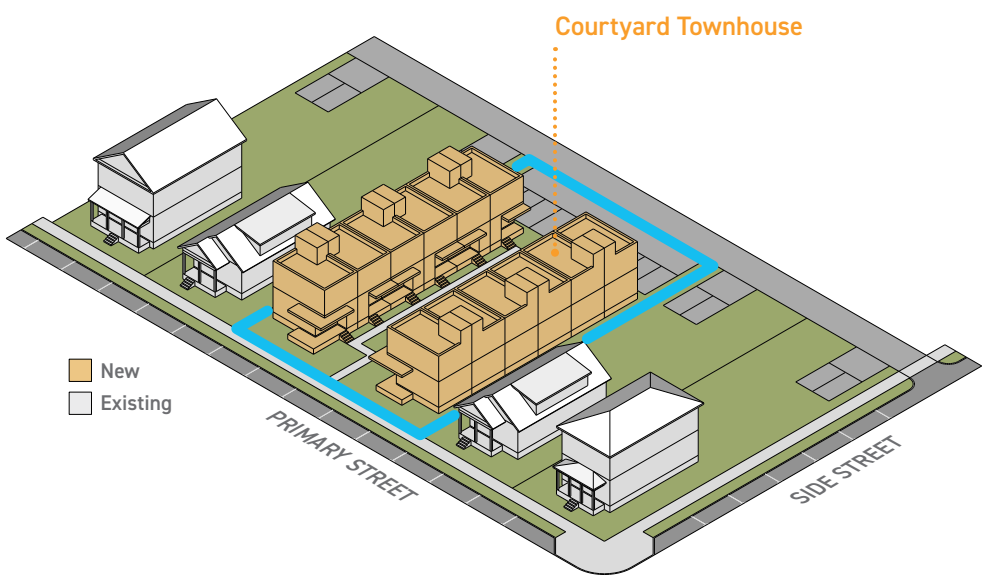
DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	4 Cottages (Two-story) 4 Cottages (One-story)
Parking	10 On-site 4 On-street
Vehicle access	Rear
Lot coverage	54%

DEVELOPMENT SCENARIOS:

NARROW MEDIUM DOUBLE LOT

E

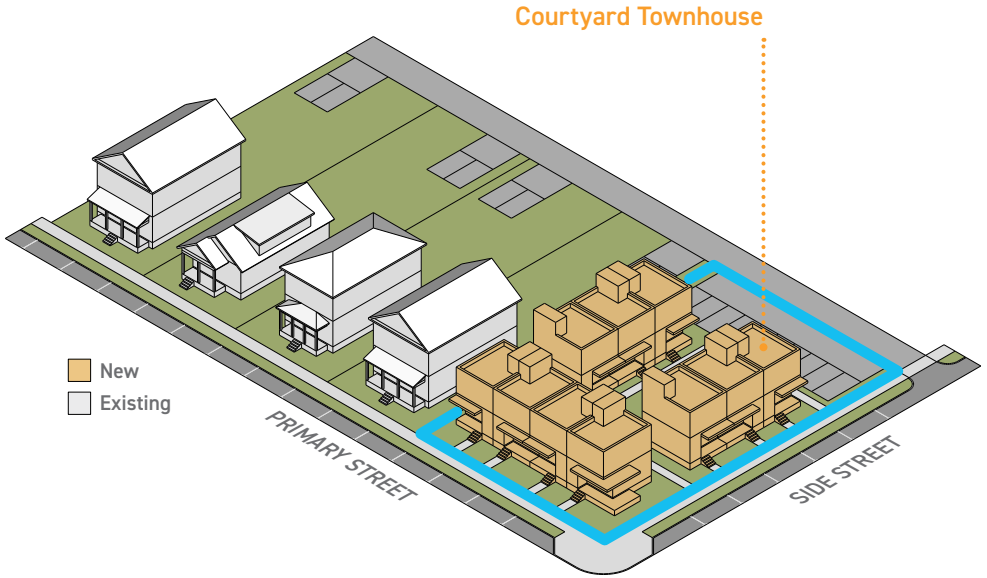
- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	12 Courtyard Townhouses
Parking	10 On-site 4 On-street
Vehicle access	Rear
Lot coverage	65%

F

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	100' x 160'
Units	10 Courtyard Townhouses
Parking	10 On-site 10 On-street
Vehicle access	Rear
Lot coverage	61%

DEVELOPMENT SCENARIOS:

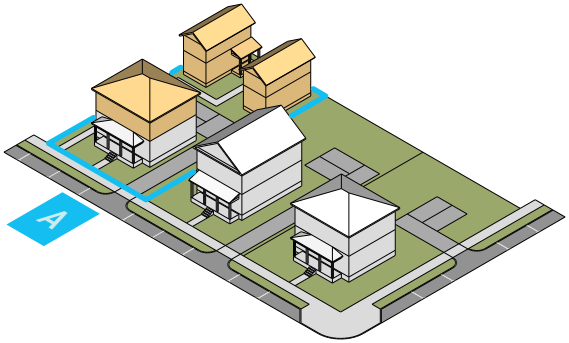
WIDE MEDIUM LOT

New
Existing

NOTES

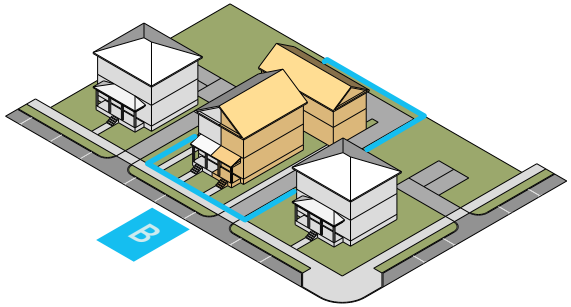
- Development scenarios illustrated on Narrow - Small and Narrow - Medium lots are also feasible development patterns on Wide - Medium lots
- These scenarios are described in greater detail on the following pages

EXISTING HOUSE + ADDITIONAL STRUCTURES



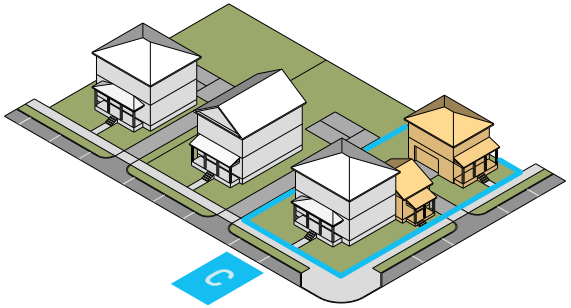
ATTIC CARVE-OUT + DETACHED COTTAGE

Vehicle Access: Front



DUPLEX CONVERSION + CARRIAGE HOUSE

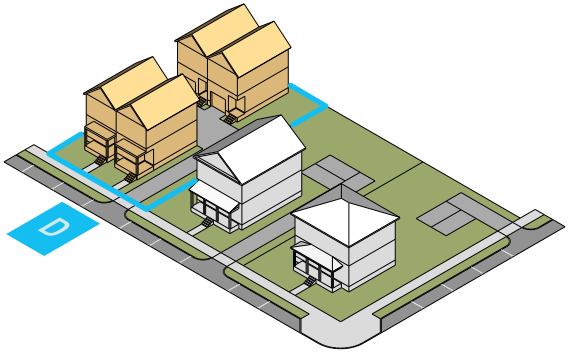
Vehicle Access: Front



ACCESSORY COMMERCIAL UNIT + CARRIAGE HOUSE

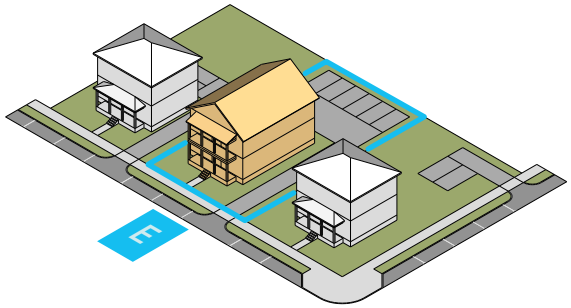
Vehicle Access: Side

NEW DEVELOPMENT



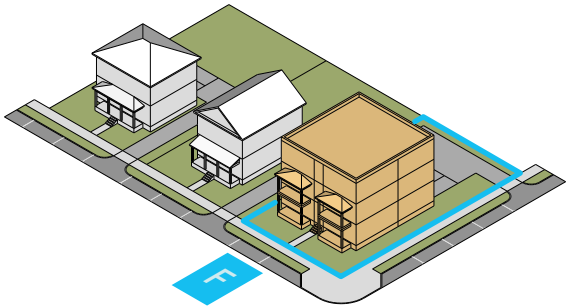
TOWNHOUSE CLUSTER

Vehicle Access: Front



FOUR-PLEX

Vehicle Access: Front



TWELVE-PLEX

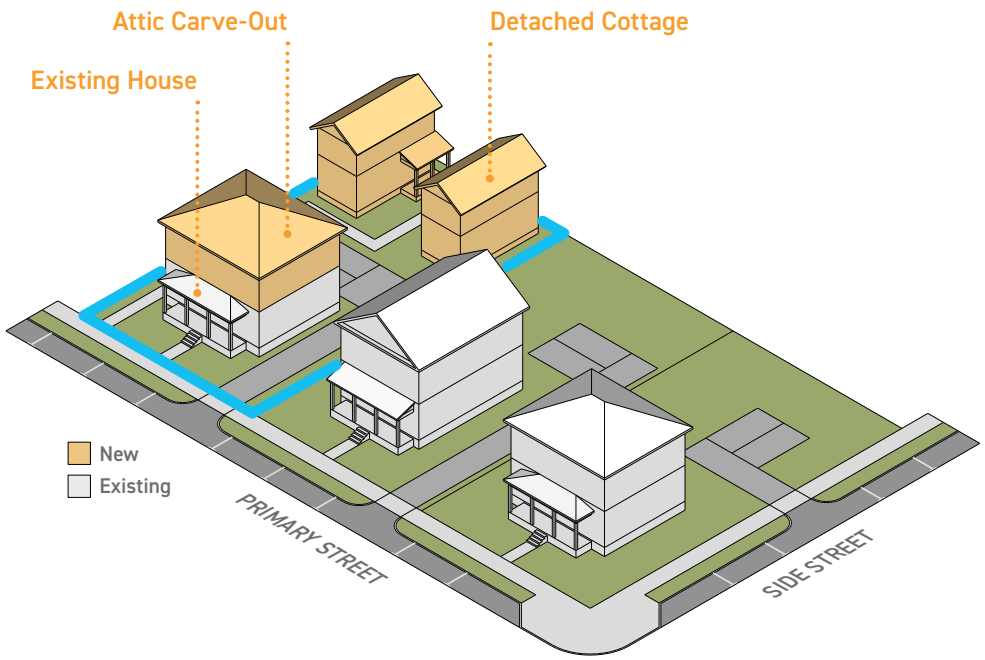
Vehicle Access: Side

DEVELOPMENT SCENARIOS:

WIDE MEDIUM LOT

A

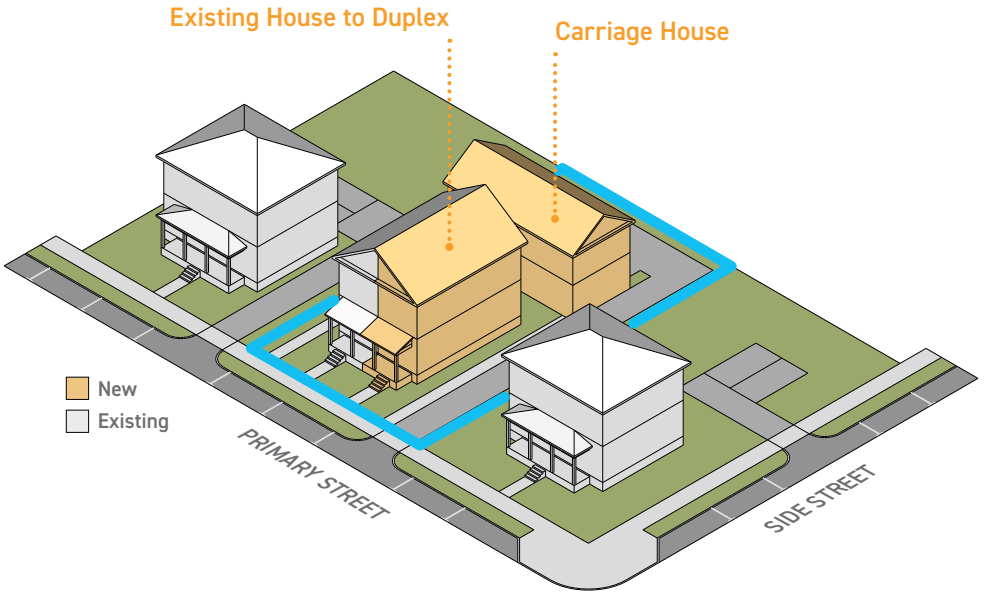
- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	1 Existing House 1 Attic Carve-Out 2 Detached Cottages
Parking	2 On-site 2 On-street
Vehicle access	Front
Lot coverage	54%

B

- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



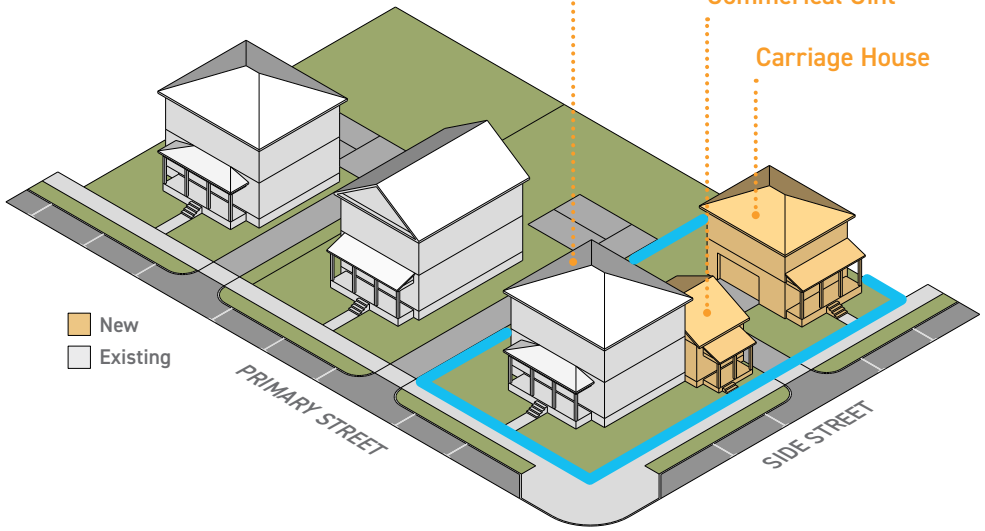
DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	2 Existing House to Duplex 2 Carriage Houses
Parking	4 On-site 2 On-street
Vehicle access	Front
Lot coverage	66%

DEVELOPMENT SCENARIOS:

WIDE MEDIUM LOT

C

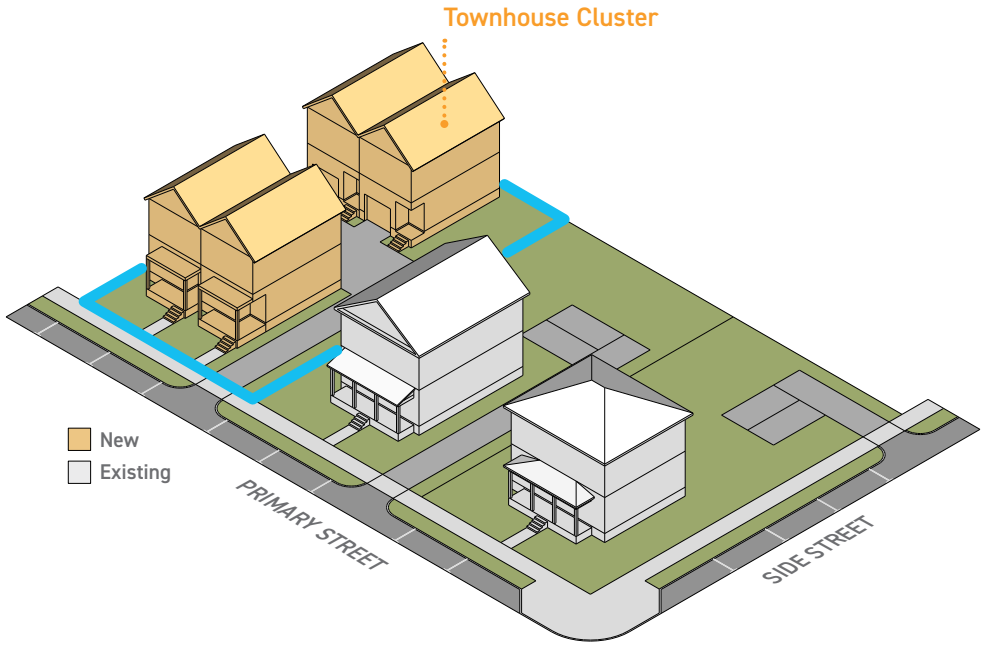
- [x] GENERAL RESIDENTIAL - SENSITIVE
- [x] GENERAL RESIDENTIAL
- [x] MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	1 Existing House 1 Accessory Commercial Unit 1 Carriage House
Parking	2 On-site 5 On-street
Vehicle access	Side
Lot coverage	44%

D

- [ ] GENERAL RESIDENTIAL - SENSITIVE
- [ ] GENERAL RESIDENTIAL
- [x] MEDIUM INTENSITY RESIDENTIAL



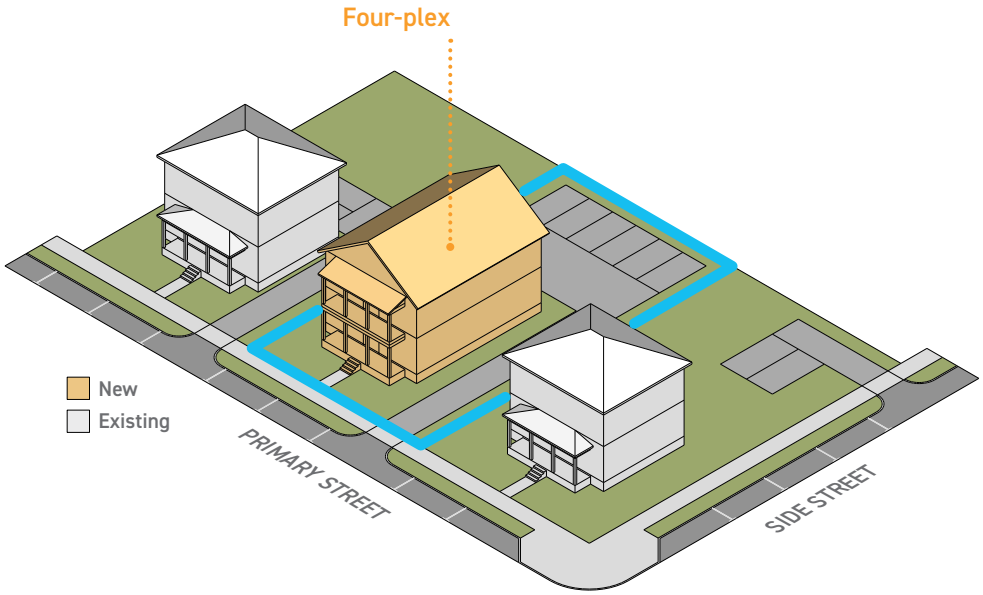
DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	4 Townhouses
Parking	4 On-site 2 On-street
Vehicle access	Front
Lot coverage	63%

DEVELOPMENT SCENARIOS:

WIDE MEDIUM LOT

E

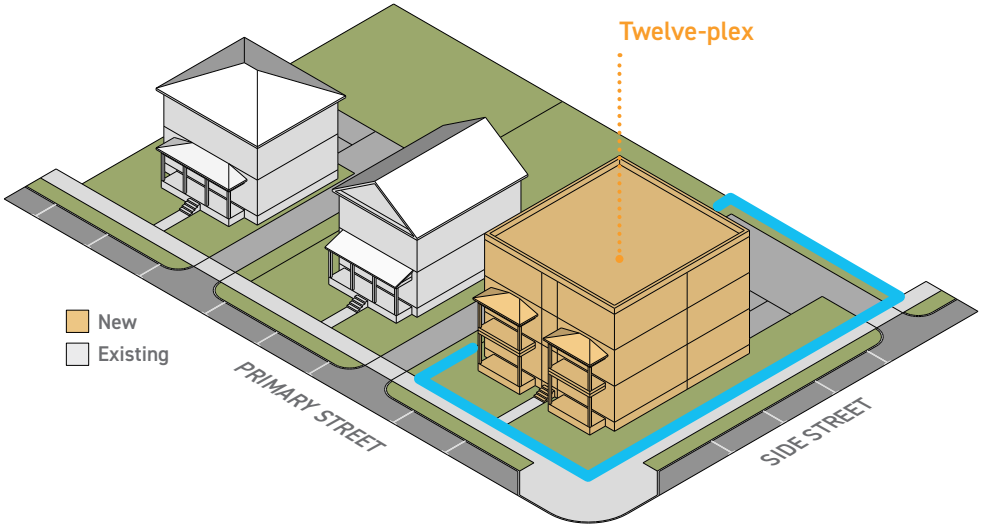
- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	4 Four-plex
Parking	6 On-site 2 On-street
Vehicle access	Front
Lot coverage	62%

F

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



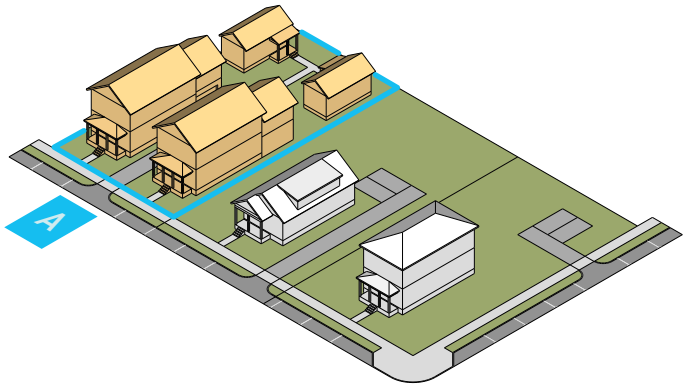
DEVELOPMENT DETAILS	
Lot size	65' x 120'
Units	12 Twelve-plex
Parking	5 On-site 6 On-street
Vehicle access	Side
Lot coverage	62%

DEVELOPMENT SCENARIOS:

WIDE LARGE LOT

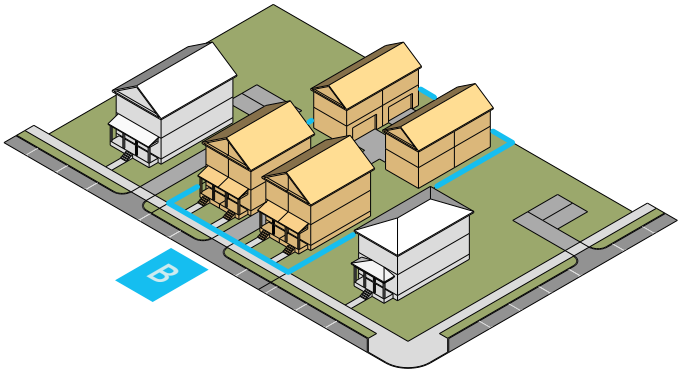
NEW DEVELOPMENT

New
Existing



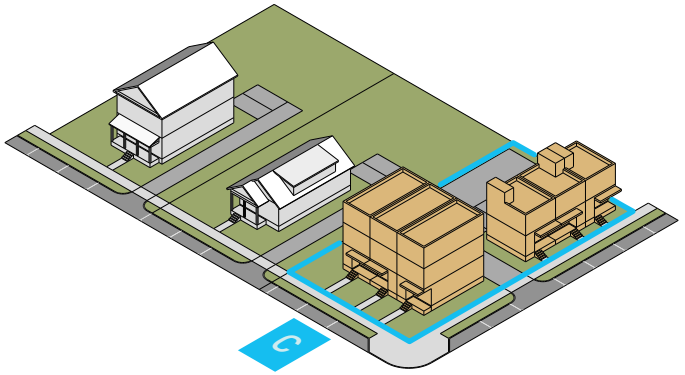
HOUSE + ATTACHED CARRIAGE HOUSE + DETACHED COTTAGE

Vehicle Access: Front



DUPLEX + CARRIAGE HOUSE

Vehicle Access: Front



STACKED TOWNHOUSE + SMALL FOOTPRINT TOWNHOUSE

Vehicle Access: Side

NOTES

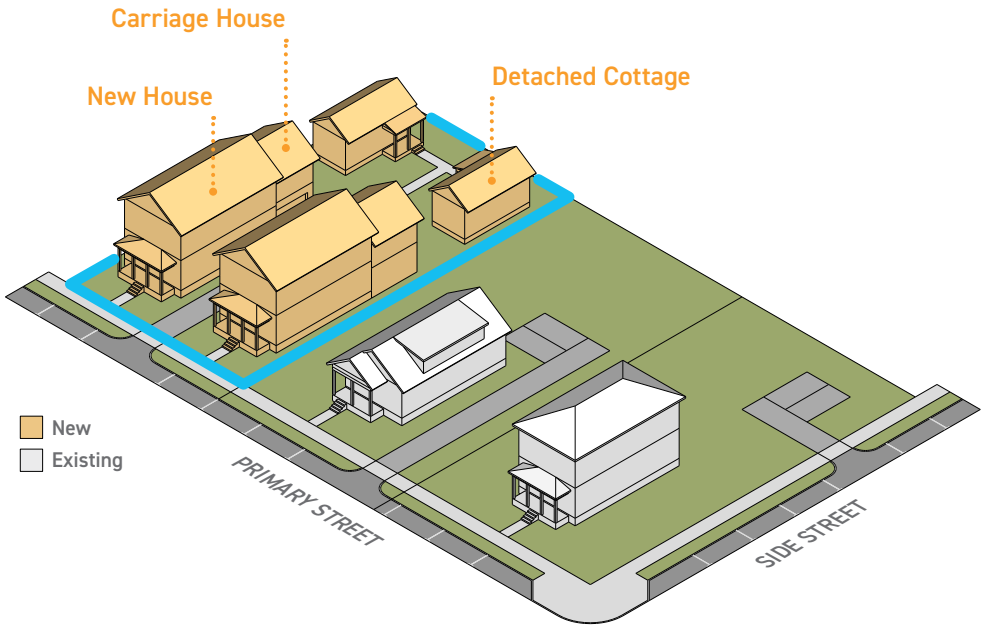
- Development scenarios illustrated on Narrow - Small, Narrow - Medium, and Wide - Medium lots are also feasible development patterns on Wide - Large lots
- These scenarios are described in greater detail on the following pages

DEVELOPMENT SCENARIOS:

WIDE LARGE LOT

A

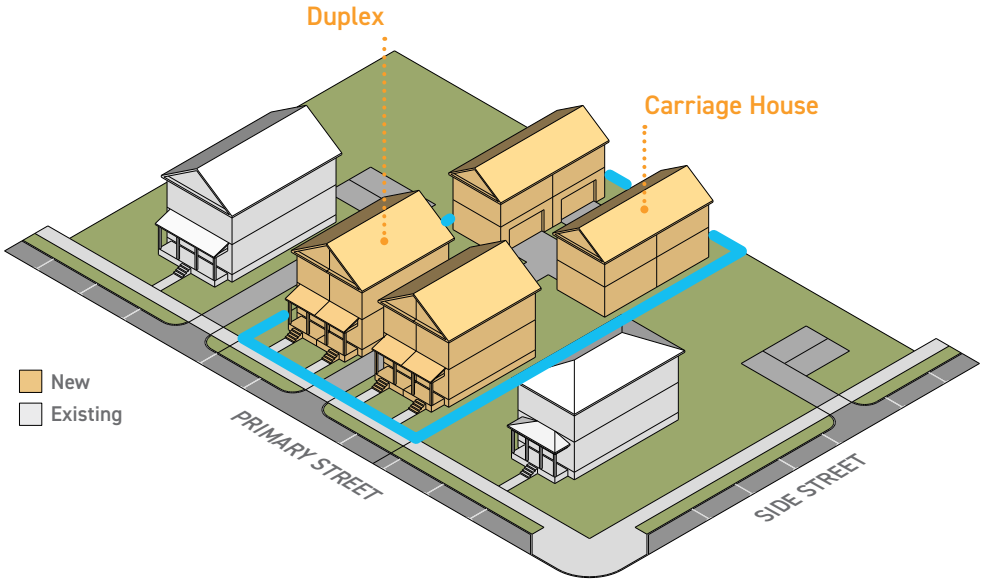
- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	80' x 150'
Units	2 Houses 2 Carriage Houses 2 Cottages
Parking	4 On-site 2 On-street
Vehicle access	Front
Lot coverage	50%

B

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



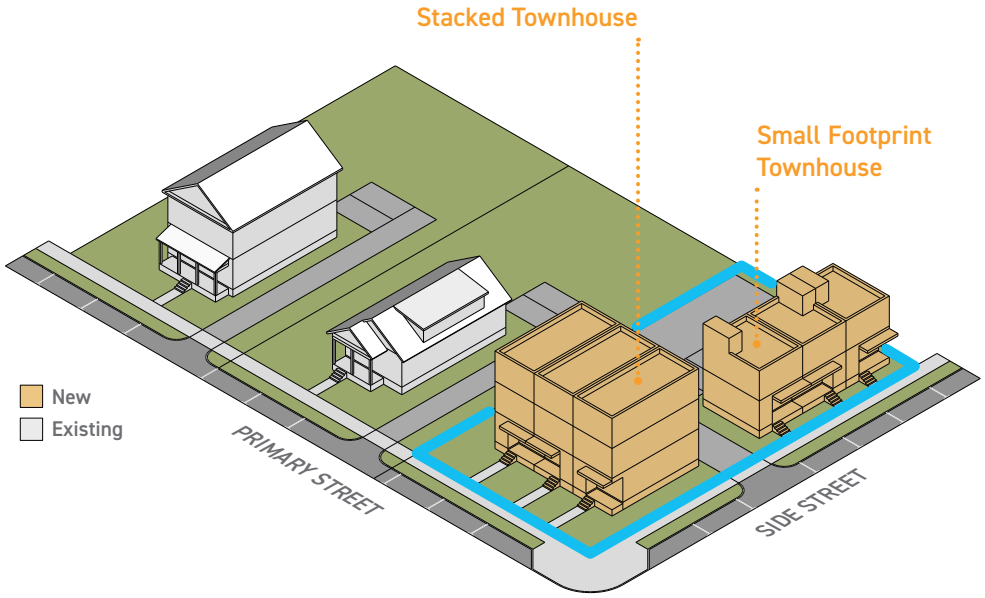
DEVELOPMENT DETAILS	
Lot size	80' x 150'
Units	4 Duplex 4 Carriage Houses
Parking	8 On-site 2 On-street
Vehicle access	Front
Lot coverage	58%

DEVELOPMENT SCENARIOS:

WIDE LARGE LOT

C

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL

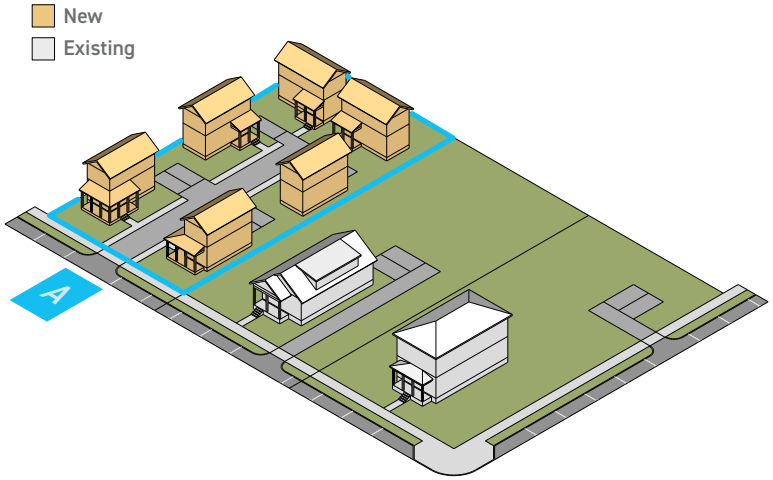


DEVELOPMENT DETAILS	
Lot size	80' x 150'
Units	3 Stacked Townhouses (Typical) 3 Stacked Townhouses (Studio) 3 Small Footprint Townhouses
Parking	7 On-site 8 On-street
Vehicle access	Side
Lot coverage	65%

DEVELOPMENT SCENARIOS:

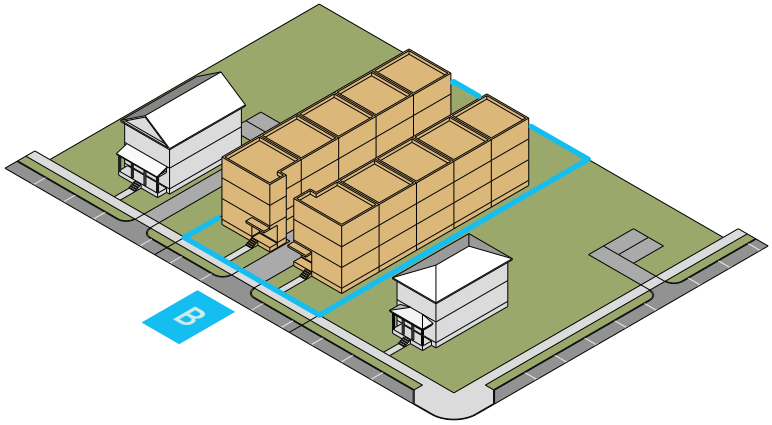
WIDE XLARGE LOT

NEW DEVELOPMENT



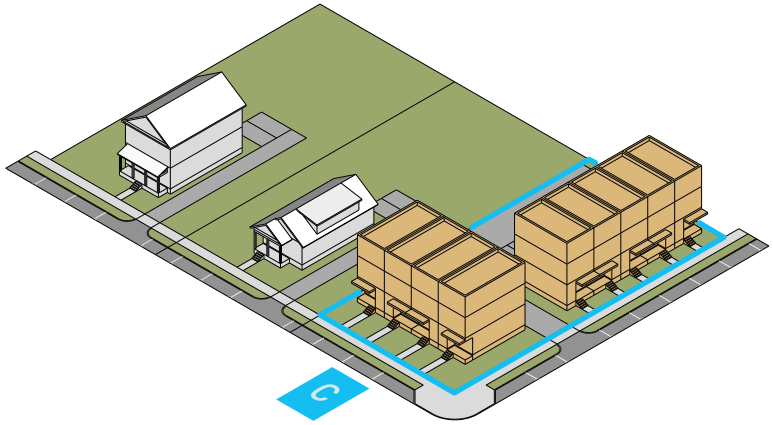
COTTAGE COURT (AUTO COURT)

Vehicle Access: Front



TOWNHOUSE COURT (AUTO COURT)

Vehicle Access: Front



STACKED TOWNHOUSE

Vehicle Access: Side

NOTES

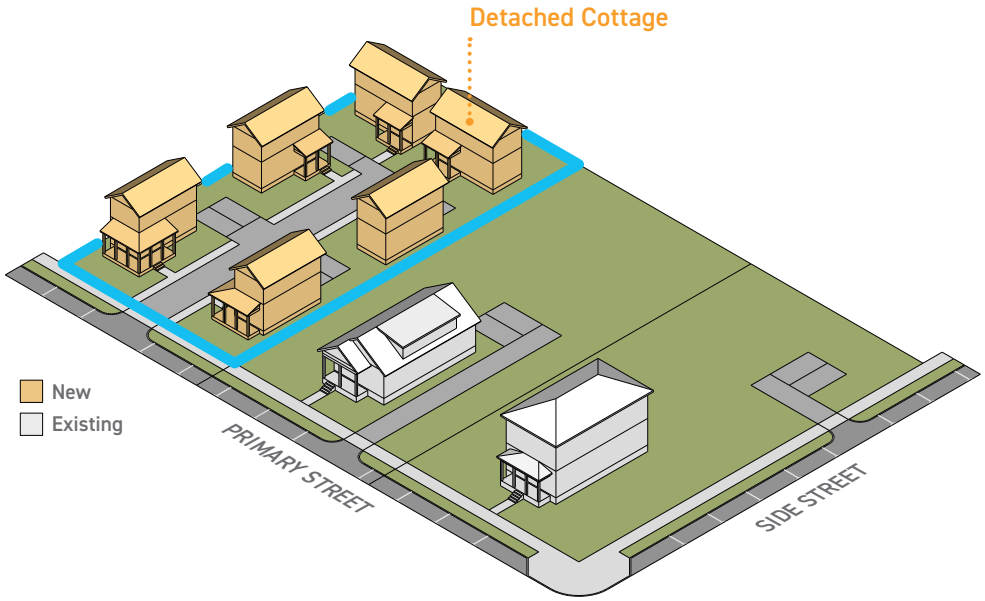
- Development scenarios illustrated on Narrow - Small, Narrow - Medium, Narrow - Medium Double, Wide - Medium, and Wide - Large lots are also feasible development patterns on Wide - XLarge lots
- These scenarios are described in greater detail on the following pages

DEVELOPMENT SCENARIOS:

WIDE XLARGE LOT

A

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	90' x 180'
Units	6 Cottages
Parking	6 On-site 2 On-street
Vehicle access	Front
Lot coverage	47%

B

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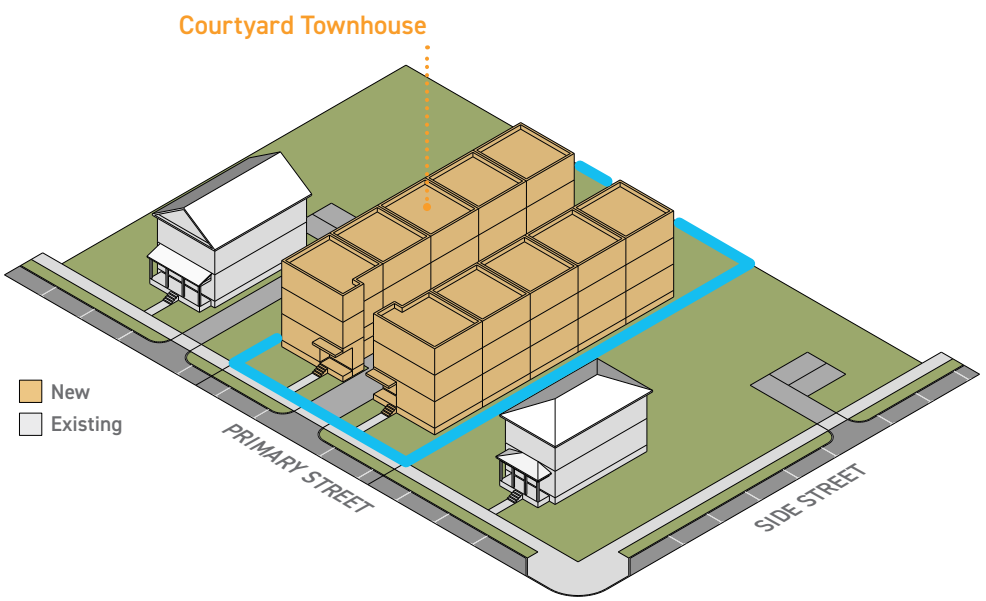
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



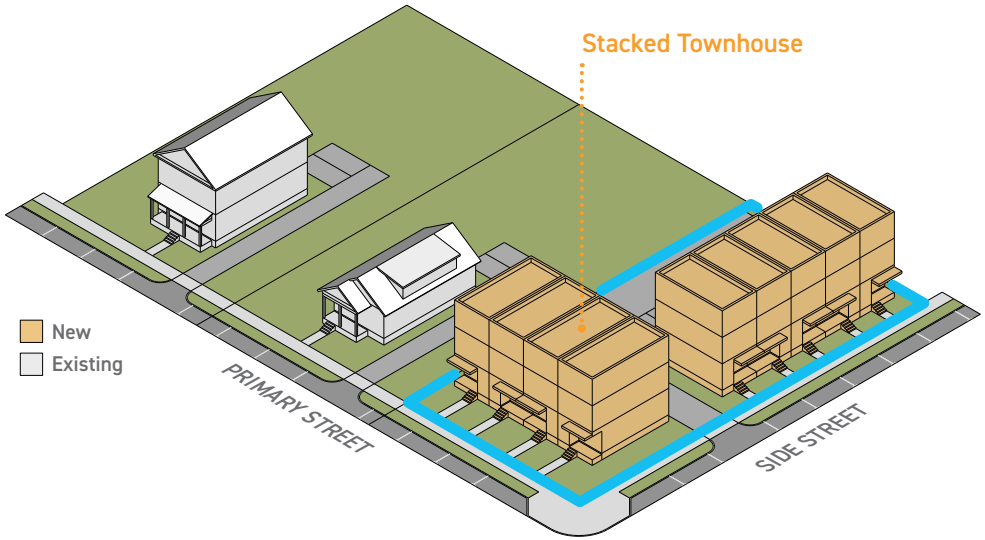
DEVELOPMENT DETAILS	
Lot size	90' x 180'
Units	10 Courtyard Townhouses
Parking	10 On-site 2 On-street
Vehicle access	Front
Lot coverage	63%

DEVELOPMENT SCENARIOS:

WIDE XLARGE LOT

C

- ☐ GENERAL RESIDENTIAL - SENSITIVE
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	90' x 180'
Units	9 Stacked Townhouses (Typical) 9 Stacked Townhouses (Studio)
Parking	7 On-site 11 On-street
Vehicle access	Side
Lot coverage	72%

SUMMARY OF RECOMMENDATIONS

LAND USE IMPLEMENTATION RECOMMENDATIONS

- ☑ Create two separate categories of zoning districts based on building form and number of units:
  - › **House-scale districts** for small-scale infill housing types that implement General Residential - Sensitive and General Residential land use categories
  - › **Medium-scale districts** for moderate-scale infill housing types that implement Medium Intensity land use category
- ☑ Create variable requirements or separate districts for Sensitive Community Areas, with additional requirements for providing affordable units and reducing the risk of displacement.

GENERAL RECOMMENDATIONS

- ☑ Modify existing setback requirements to better match existing development patterns and provide flexibility for infill development
- ☑ Reduce or remove parking requirements, particularly for developments providing affordable units
- ☑ Consider variable building height and building width requirements for areas of Charlottesville where context-sensitive development and retention of existing structures is a priority
- ☑ Consider variable lot coverage requirements based on lot size, with smaller lots allowing for greater lot coverage than larger lots

PART 4

BETTER ZONING STANDARDS

ZONING DISTRICTS

INTRODUCTION

After an in-depth review of Charlottesville's existing zoning districts and standards (see Appendix B for details), it is clear that the existing Zoning Ordinance has tools that primarily address two ends of the development spectrum: low-density detached housing and large-scale commercial projects.

Additionally, the standards are geared toward greenfield development (development on vacant parcels), which is not the predominant development pattern for the city. It is necessary to create new zoning standards that better accommodate infill development. This will have the added advantage of supporting local, small-scale developers who are better equipped to build infill projects that are innovative and responsive to local contexts.

The recommendations explore best practices for zoning standards to support more context-sensitive development and enable more affordable housing. This chapter include the following sections:

- Manage a variety of lot sizes with a single district
- Encourage development on more kinds of lots
- Use urban form to control intensity
- Manage rooftop activity
- Enhance walkability throughout the City
- Height measurement
- Other form topics

MANAGE A VARIETY OF LOT SIZES WITH A SINGLE DISTRICT

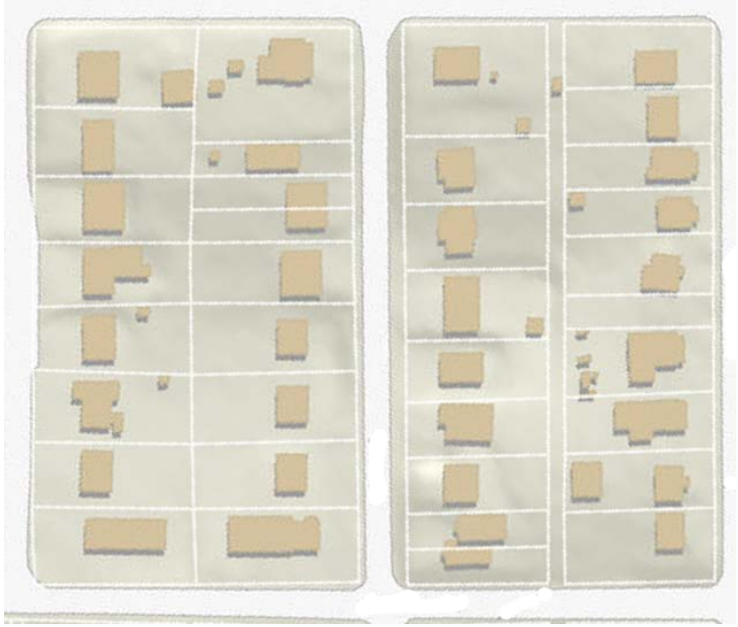
Today's Zoning Ordinance includes a variety of single-unit residential districts applied across the city, including the R-1, R-1U, R-1(S), R-1U(S), R-2 and R-2U Districts. These districts all fall mainly within the boundaries of the General Residential land use category in the Comprehensive Plan (although some portions of these districts are in the Medium Intensity Residential land use category). A simplification of these 6 districts is possible; a single zoning district should be applied across all areas designated as General Residential in the Plan.

There are several key measurable characteristics that should be implemented in the new district so that future development patterns remain contextually consistent with existing development:

- More than one building must be allowed on a residential lot to match the allocation of rights denoted in the future land use categories. The new district will regulate height and massing to ensure that, while new development allows more units in more buildings, it is in scale with existing neighborhoods.
- Lot size for the purpose of subdivision should remain consistent with today's allocation of rights, in an effort to retain a key component of residential character, while allowing more residential units on each lot. For example, today's zoning requires an 8,125 square foot lot in the R-1 District for subdivision purposes, which should continue to be required in the future.

› At least four different sets of standards based on existing lot area should be included in this single district. These standards could include: side and rear setbacks, building width, building coverage, and impervious coverage. Using this approach, the allocation of development rights per lot would not change, even when lot size does change. It also addresses existing lots that do not match the pattern of the surrounding area (smaller, larger, or strangely shaped).

The intent is to review existing development patterns, model impacts of additional dwelling units, and determine the best balance of flexibility for new housing types with existing neighborhood patterns. The residential modeling exercise in the previous section is the first step in this process.



These blocks illustrate an example of the variation in lot size within a neighborhood.

Lot Size	
Ⓐ Lot area for new lots (min)	5,000 SF
Ⓑ Lot width for new lots (min)	50'
Coverage	
Ⓒ Building coverage (max)	
Up to 6,000 SF lot	50%
6,001 to 7,000 SF lot	48%
7,001 to 8,000 SF lot	46%
8,001 to 9,000 SF lot	44%
9,001 to 10,000 SF lot	42%
Over 10,000 SF lot	40%

This sample table contains multiple lot sizes that respond to the variation on the ground.

ENCOURAGE DEVELOPMENT ON MORE KINDS OF LOTS

Embrace Corner Lots

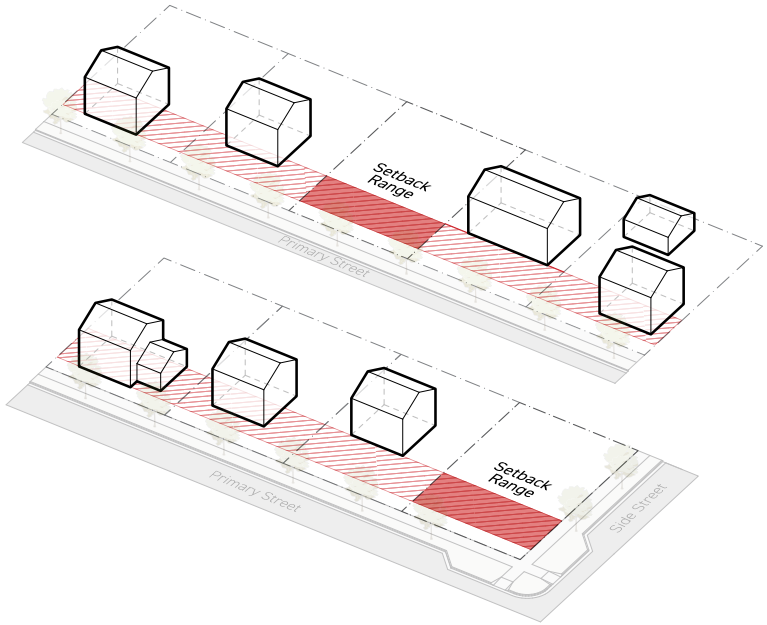
Today's regulations penalize residential corner lots by applying a 20-foot side street setback. If existing platted lots reflected wider corner lots to accommodate this deeper setback, then retaining it might make sense. Unfortunately, throughout the city, the majority of corner lots are platted at the same width as their neighboring interior lots. While clear sight triangles are important to maintain at intersections, these requirements are unnecessary further back on the lot where the building typically sits. Corner lots have the most opportunity to provide for access to rear yards due to the presence of the side street, and should not be restricted by unnecessary side street setbacks.

Eliminate Restrictions on Existing Nonconforming Lots

While a minimum lot size for subdivision purposes (the creation of a new lot) should be retained, all existing lots should be considered "buildable" (rather than nonconforming), even where they are smaller than the area required for subdivision. The Zoning Ordinance allows this practice today, although the lots remain nonconforming, and may have issues in financing new construction. This step would make existing nonconforming lots fully legal, and enhance the opportunity for financing new construction. In addition, today's rules would only allow one unit (not an accessory unit or other additional units, on the nonconforming lot. These small lots would remain subject to setbacks and other standards of the district, which would ensure they conform with the surrounding area in ways other than lot area.

Front Setback Averaging

The Zoning Ordinance requires a 25-foot or averaged front setback today in the R-1 and R-2 districts. This should be clarified to allow for a setback range in conditions where there is a building on both of the adjacent lots.



Example of establishing a Setback Range from existing development patterns.

Distance Between Buildings

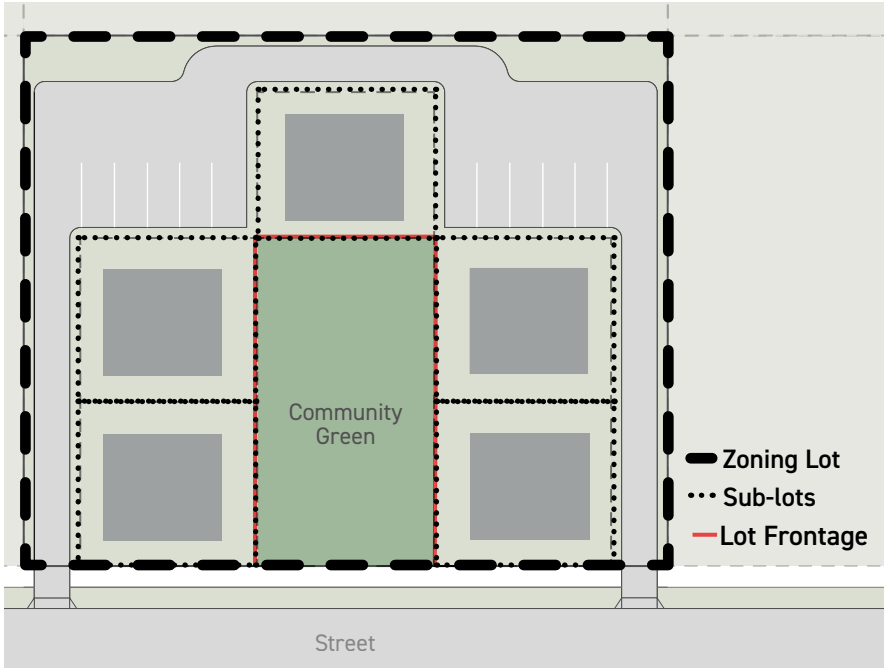
The separation required between buildings on the same lot should be based solely on the Virginia building and fire codes. These codes ensure life safety in all conditions. Layering additional zoning requirements on top of these life safety codes is not necessary.

Allow More Types of Subdivision

When a variety of existing areas allowing only one unit per lot today can be infilled with additional units, innovative approaches to platting should be considered, including:

- Lots that front only on an interior green space
- Lots that use easements for pedestrian and vehicular access

These lot types would be considered "sub-lots" of the original lot, so that yard setbacks and building coverage apply only to the original "zoning lot." There are typically no minimum size or width restrictions on an internal "sub-lot." The maximum number of units allowed is controlled by the "zoning lot". These types of sub-lots allow for the option to purchase less land with each home, encouraging additional homeownership in the city without the expense and legal complications of land condo-ization.



Example of lots fronting on a community green.

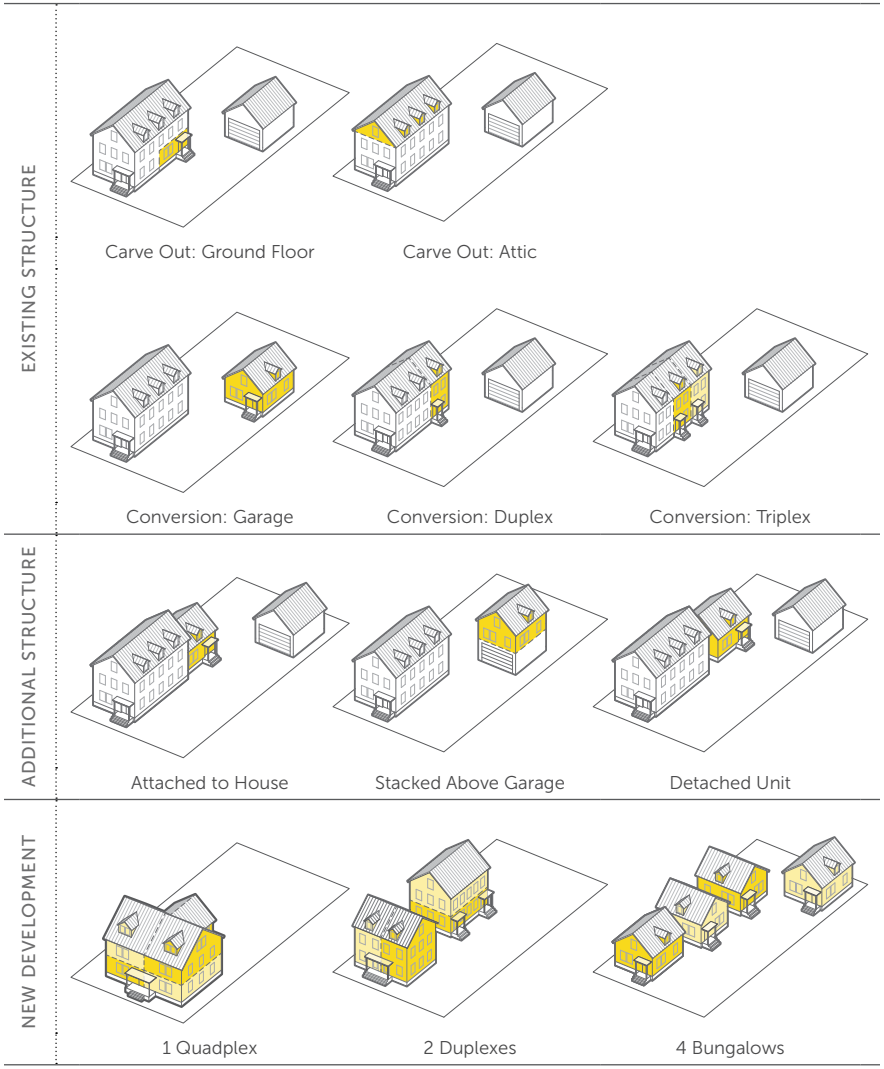
USE URBAN FORM TO CONTROL INTENSITY

In the interest of improving the opportunity for affordable housing in the city, we propose more focus on regulating the form and character of development, and less use of special processes and hearings. The key intent is to manage the scale of development as experienced from the street in order to ensure compatibility of new development with existing areas. Specifying the form of development, along with eliminating the special use permit approval process for additional height, will provide more certainty for neighbors and developers alike.

Focus on Urban Form, Not Density

Abstract concepts such as "units per acre" are often a poor description of what a neighborhood will look and feel like. A residential unit that may be occupied today by an older, "empty-nest" couple was potentially once a family home with many children, and perhaps even a grandparent or two. There has also been a recent resurgence of multi-generational households and a return to shared living arrangements. Zoning does not typically regulate the number of people "related by blood or marriage" in a household, so it is difficult to predict the total number of residents of a home (or the total number of cars!).

In communities such as Charlottesville, with traditional patterns of development stretching back many decades, the urban form of development is a much more important element to regulate - allowing the number of residents to regulate itself based on the building and fire codes.



Sample unit configurations from Concord NH.

MANAGE ROOFTOP ACTIVITY

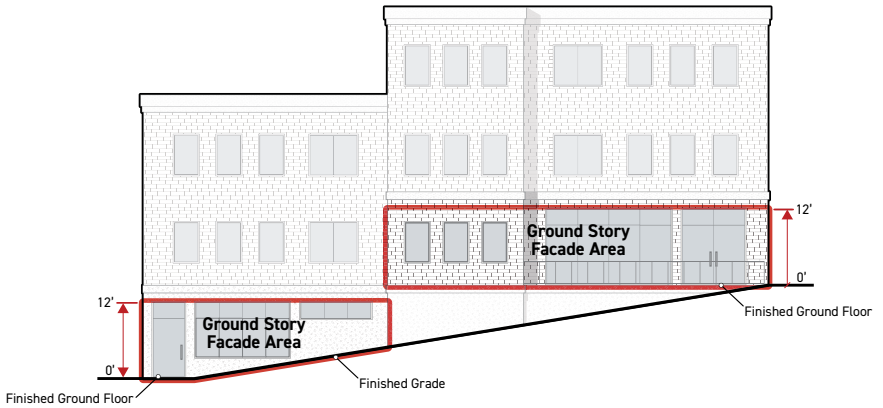
In a number of settings across the city, rooftop activity has created issues. In some cases, it is due to unclear rules that have allowed open air facilities (which are often allowed encroachments above the height limit) to slowly become enclosed spaces (which now exceed the height limit). In other cases, rooftop activity has become an issue for neighboring properties that are impacted by the use of the space. In both instances, more clearly managing how open air spaces on rooftops occur is important as the city continues to see infill development.

ENHANCE WALKABILITY THROUGHOUT THE CITY

Windows and Doors

To facilitate a walkable environment, it is important to require windows and doors facing streets. However, the reality is that structured parking and many large uses such as grocery stores or other "big box" retail uses often create long, blank walls along streets. In addition, entrances are often limited, relying instead on internal circulation within the building.

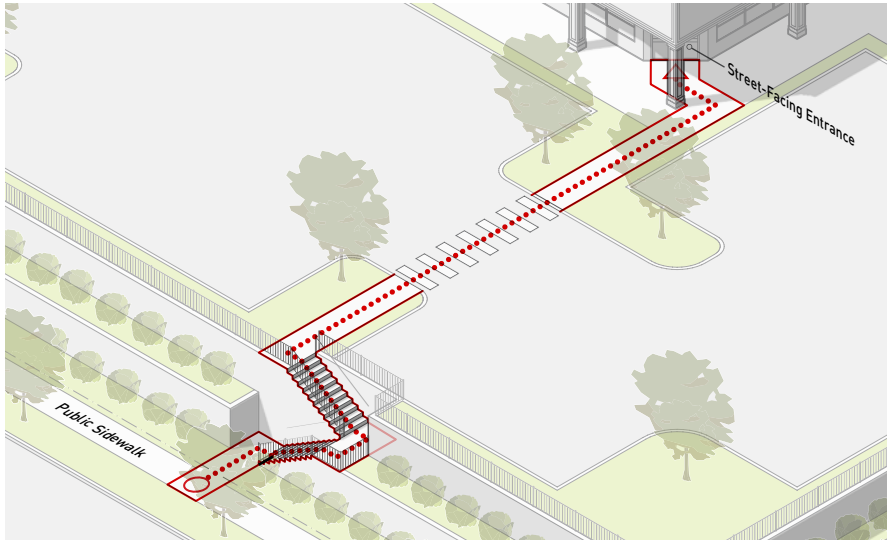
Adding doors and windows enlivens the street, and increases the desirability of walking in the area. Zoning can support this by requiring a minimum amount of windows and doors, while also regulating the extent of blank walls.



Example of how the ground floor should "step down" to follow the existing grade of the site to ensure transparency (windows and doors) on the facade.

Pedestrian Connections

Walkability is also enhanced by ensuring pedestrian connections are made in the most direct manner possible. Hidden or complicated connections to doors or outdoor spaces do not entice walking.

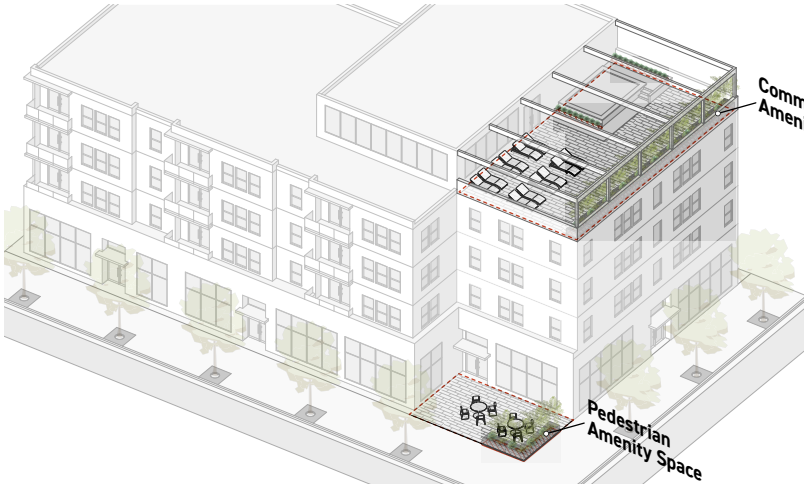


Example of a direct pedestrian connection on a sloped site. An appropriate accessible connection must also be created.

Require Pedestrian Amenity Space

It is important that form standards not create monolithic buildings in multi-unit and mixed-use districts. Options for pedestrian cut-throughs to access parking or open space amenities, and plazas or other street-edge elements should all be encouraged through standards that allow specified variations from minimum or maximum setbacks. While today's Zoning Ordinance does have a standard in the R-3 District, it should be revisited and applied in more districts.

The new zoning code should set a requirement for outdoor amenity space in new multi-unit and mixed-use development. Patios, courtyards, and other types of spaces dedicated to users of the site or available to the general public should be required.

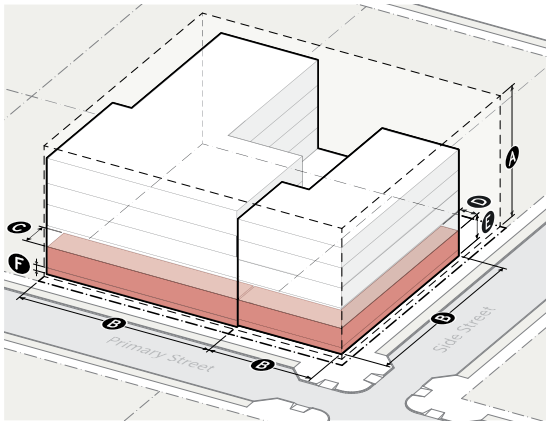


Example of pedestrian amenity space at grade, and outdoor amenity space on the rooftop.

HEIGHT MEASUREMENT

Measure in Feet and Stories

In order to ensure that developers do not create very short stories in an effort to maximize the building height allowed by zoning (the building code only requires 7'-6" tall ceilings), maximum heights should be expressed in both feet and stories. This practice provides for varying building heights, even when the maximum number of stories is achieved. While the code currently provides for a translation of height in stories in *Sec. 34-1100. - Height—Application of district regulations*, it is inconsistent as to the story height allowed (for example: 3 stories = 45 feet, while 4 stories = 50 feet, a difference of only 5 feet for an additional story).

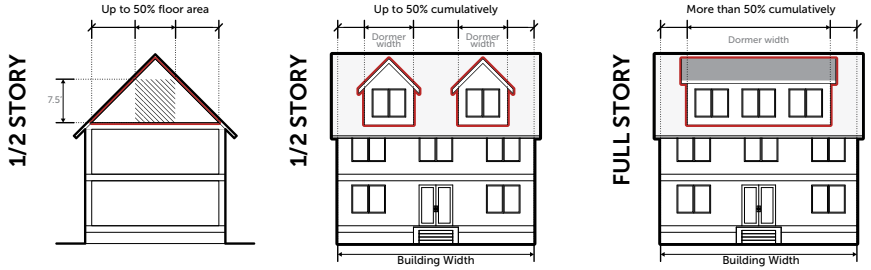


1. **Building**	Sec. 2.10.11
A Height (max stories/feet)	5/68'
B Width (max)	275'

Example of building height requirement in stories and feet.

Half-Stories

The zoning standards should include the concept of "half-story" in the height provisions. This idea creates pitched roofs or smaller flat roof stories that can be stepped back from the sides of the building, reducing the impact of the additional enclosed area. This tool can be used to manage the character of development in house-scale districts, and improve transitions to taller districts.



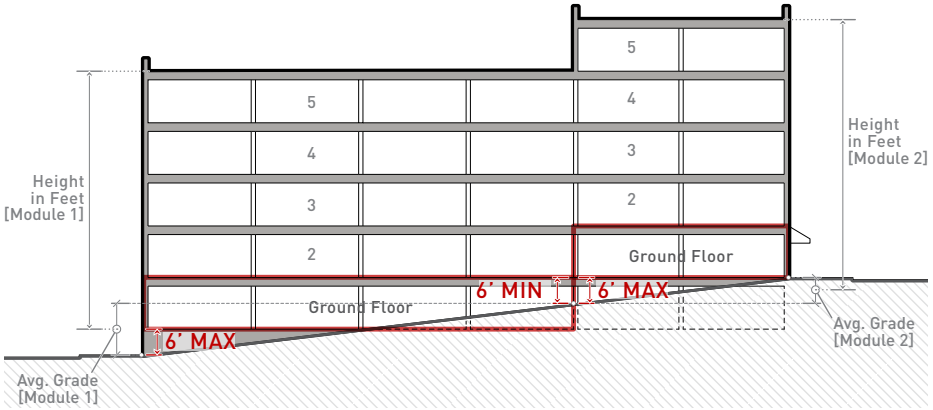
Example of half-story measurement.

Topography

The measurement of height in areas with slopes is critical to urban form. Today's height is measured from "grade" and is calculated based on the average of the ground adjacent to the exterior walls of the building - an approach that often yields unanticipated results on sloping sites.

There are a variety of approaches to measurement of height, but no matter which model is used, there are some basic elements that are critical:

- Use existing grade prior to development (allowing modification of grade for the purpose of height measurement frequently impacts trees and stormwater)
- Step building height with the contours of the site
- Allow building walls to serve as retaining walls in upslope conditions (buildings can be "set into" a slope)
- When the exposed portion of a building exceeds 6 feet, it should be considered a new story for the purposes of height calculation



Example of building height required to step down a slope from Raleigh NC.

OTHER FORM TOPICS

Simplify the Mixed Use Corridor Districts

The Mixed Use Corridor Districts vary in nuanced ways that may not be necessary in achieving appropriate built form. If possible, districts with similar building heights and urban form should be consolidated into a single district to simplify the Zoning Ordinance.

USE PROVISIONS

MANAGE USES BASED ON IMPACTS

The modern approach to use regulation focuses on the impacts of the use. Use standards should directly reflect reduction of potential impacts. For example, it is unclear why convents and monasteries would need a special use permit in a district that allows multifamily uses today. Adult day care (an increasingly common use) is allowed more restrictively than child day care today. The use table should be rebalanced to allow for a broader set of uses that are compatible, once any use standards have been applied.

Scale of Use

Managing the scale of a particular use can often manage its overall impacts. For example, a neighborhood bakery receives its deliveries via box truck, while a commercial bakery may receive deliveries and ship products by trailer truck, which is far more disruptive to the surrounding area. Managing the scale of uses allows for a broader variety of uses near neighborhoods, provided their maximum size is managed.

Micro-Managing Use

Focusing on managing the impacts of uses also helps limit unnecessary over-regulation. Micro-managing uses can limit the flexibility of districts as the needs of residents changes over time. For example, the R-3 District requires laundry facilities in single-unit occupancy buildings. While this may be seen as advantageous for residents, it is not a necessity for the welfare of the residents, and adds to the cost of the units.

SEPARATE USE FROM BUILDING FORM

Charlottesville frequently mixes requirements for allowed uses with elements of building form. For example, the use table includes detached and attached single-unit buildings, along with various types of parking, all of which can and should be regulated based on their form. While the number of units may be important, the type of building they are in is a matter for the district dimensional standards, not the use table.

CONSOLIDATE USES

Apply Consolidated Use Groups

The new Zoning Ordinance should consolidate uses that are often found together into larger groups. For example, museums are often grouped together with other civic uses such as libraries. Individual standards that manage impacts associated with a particular use can still be listed separately under that use group, if necessary. The new Zoning Ordinance can also be searchable for individual uses by listing common uses as "included" in a given use group. The new code should also clarify which uses are expressly not included in a use group, where necessary.

C. **Public**						
Community Service	P*	P*	P	P*	P	P
Day Care	--	--	P	--	P	P
Education	P*	P*	P	P*	P	P
Government	P	P	P	P	P	P
Religious Assembly	P*	P*	P	P*	P	P
Transit Station	--	--	--	--	--	P

F. **Religious Assembly**

1. **Definition**

   A facility providing meeting areas for religious activities. Affiliated preschools are classified as day care. Affiliated schools are classified as schools.

2. **Examples of Included Uses**

   - Church
   - Chapel
   - Mosque

Portion of a use table with consolidated use groups and an example of a use group definition. (In this case, the letter "P" indicates the use is permitted in the corresponding zoning district.)

Accessory and Temporary Use Tables

The code should have separate accessory and temporary use tables that are not consolidated with the principal use tables. Consolidating these together complicates the principal use table today by introducing too many symbols - leading to confusion for users.

HOUSEHOLD AND UNIT, NOT FAMILY

Household

The term "household" should be used in place of "family" throughout the ordinance. While the definition of family used today may continue to be appropriate, the new Zoning Ordinance should define a term like household, to be more neutral about the variety of existing conditions that people live in throughout the city.

Unit

The "family" term is currently applied to form descriptions as well. Terms that include "family" (such as "two-family") should be made more generic instead ("two-unit").

Consistent Approach to Persons in a Unit

The basic concepts of form should also be used in place of the existing restrictions on the number of unrelated persons in a household (3 versus 4 persons today, depending on whether the area is located near the University). Occupancy limits in zoning are typically almost impossible to enforce, because inspectors cannot enter a building without invitation. Use of life-safety codes such as the building code and fire code to manage this issue is typically more effective. Quirks such as the bonus density allowed in multi-unit districts today for deed-restricting existing single-family houses to 2 persons should also be eliminated, as such a restriction could be considered exclusionary.

PROVISIONAL USES

Most communities treat accessory apartments, home occupations, outdoor storage, music halls and all-night restaurants, mobile food units, and shelters and supportive housing with provisional use standards, meaning that they are approved with conditions or restrictions. However, once the use standards have been met, there is no additional named process for their review. The term "provisional use" should be eliminated.

MODERNIZE ALLOWED USES

Consider Options for Manufactured Housing

The City should consider increasing the number of manufactured homes allowed in new manufactured home communities and subdivisions as a way to create new affordable housing. The minimum space size requirements should also be reduced to allow for "tiny home" and park model units.

3D-printed home in East Austin (Ikon/ Lake Flato Architects)

Today's construction environment is increasingly moving toward options for mass production of housing as a way to reduce its cost. Care should be taken that negative perceptions of older visions of single-wide manufactured housing do not get in the way of housing options that may be partially or completely constructed in a factory setting. Buildings created off-site with manufactured techniques that are not considered manufactured homes by the federal Department of Housing & Urban Development (HUD) should be allowed in all residential settings.

Rethink Multi-Unit Building Commercial Uses

Today's zoning restrictions on retail uses in multi-family buildings (requiring them to be internal to the site only) have become obsolete due to food delivery services such as Uber Eats, DoorDash, and Grubhub and grocery delivery services such as Amazon and InstaCart. Updated zoning for multi-unit buildings should allow for street-oriented retail options (not just internally-focused uses). Such a mix of uses also encourages walking and biking from nearby areas, reducing the need for vehicle trips. This space will need to meet all requirements of the building and fire codes (whether as a retrofit of an existing space, or as new construction).

Urban Agriculture

Cities are increasingly focusing on food deserts (locations where no grocery is available). Charlottesville's current Zoning Ordinance does not explicitly address many elements of urban agriculture found in other similar communities, including beekeeping, chickens, verge gardens (in the public right-of-way, often between the sidewalk and the street), use of front yards for urban gardens, and the use of vacant lands for agriculture. In the interest of increasing food access, urban agriculture options should be reviewed and new regulations should be applied throughout the city.

Accessory Commercial Units

Typical home occupation rules would not allow a retail use in a residential unit. Accessory commercial units (ACUs) that allow limited civic and retail activities attached to a residential unit should be allowed in all primarily-residential zoning districts. A clear definition of what activities are allowed in an ACU is important to successfully managing this use. ACUs are also often restricted to corner lots with collector or higher street designations, and select other locations such as across from parks or abutting open space. In Charlottesville, the concept should be considered more broadly by including major residential corridors throughout the community.

Accessory Commercial Unit (ACU) in St. Paul MN

SITE STANDARDS

BUILD IN THE CITY

Existing zoning regulations and limited available land for new construction are forcing most development to occur outside the Charlottesville city limits, and those that work in the city are driving farther and farther to find affordable options for living. Due to the lack of significant transit options, this increases greenhouse gas emissions, which in turn increases the pace of climate change. It also increases travel time for those who work in the city but cannot find affordable options to live in Charlottesville.

The City's new Comprehensive Plan envisions additional development potential within the city limits, creating more locations for neighborhood serving nodes that can be developed at higher intensities, and allowing for more housing (including affordable housing) to be constructed throughout the city.

PUBLIC SPACE AND MOBILITY

Streets

In general, the requirements in the City's Streets that Work Plan and Standards and Design Manual (SADM) will need to be coordinated with the new Zoning Ordinance. This may mean revising the some of the Plan's requirements, along with the construction details in the SADM, to be consistent. A number of ideas may need to be expanded:

- Use of shared driveways, in order to reduce the pavement necessary to serve adjacent units.
- Create narrower street and driveway requirements for smaller developments.
- Alleys may become more critical as additional units are added on sites in today's rear yards.
- Block standards that reflect the new urban patterns of the city.
- Standards for private streets and drives will continue to be important to serve new development. The key will be to ensure that private streets and drives meet public standards - both for design elements such as width, as well as construction details such as depth of asphalt.
- Flexibility for sustaining historic streetscapes, and flexibility in areas with narrow/constrained right-of-way conditions.

Greener Parking

There are a variety of regulations related to parking that can enhance sustainability. Charlottesville already allows many sound ideas to reduce paving and allow for pervious materials. Three additional ideas are worth consideration:

- Reducing or eliminating minimum parking space requirements. Some examples of cities that have implemented similar policies are listed on the following page.
- Encouraging appropriate trade-offs between surface parking and stormwater, impervious cover, trees, and existing structure preservation.
- Explore a transportation demand management (TDM) requirement, tied to projects over a certain size. This would include submission of a parking management plan and strategies to reduce dependence on single-occupant cars and enhance options for residents or development occupants.

REDUCING PARKING MINIMUMS:

Cities across the country have implemented reduced or no parking minimum requirements. The following communities could serve as examples for Charlottesville:

- **Raleigh, NC.** No minimum parking requirements and implemented parking maximums.
- **Dunwoody, GA.** No minimum parking requirements and implemented parking maximums.
- **South Bend, IN.** No minimum parking requirements.
- **Minneapolis, MN.** No minimum parking requirements.
- **Buffalo, NY.** No minimum parking requirements.

More Bike Parking

Bike parking should be required for all new construction. Most ordinances regulate both resident and employee parking (long-term) and visitor or patron parking (short-term). Long-term bike parking facilities are typically sheltered from the elements. Short-term bike parking facilities are typically located at entrances, and often within the right-of-way. This approach is found in the West Main Street districts, and should be expanded citywide.

ENVIRONMENTAL ISSUES

Climate Change

The changes proposed for the zoning rewrite support the City's efforts to mitigate climate change. This includes , but is not limited to the factors listed below:

- The proposed zoning approach supports more opportunities for infill development in the city. This can help lead to:
  - Decreased sprawl into undeveloped areas in the County, protecting those ecosystems,
  - Reduced emissions associated with commuting patterns, and
  - Reduced energy use and increased energy efficiency, as shown in multifamily units.
- The proposed zoning approach also supports more neighborhood-scale commercial uses, which (combined with improved transit, biking, and walking infrastructure) can reduce the need for using a car to complete daily tasks.
- The proposed zoning approach considers the use of reduced parking requirements. This can help to support more housing affordability, as well as reduce impervious surfaces and increase tree protection in the city.

Tree Protection

The existing tree protection standards should be retained in the new zoning, with minor improvements. There may be many ways in which the form standards can assist in protecting trees. One is to ensure that development standards are sufficiently flexible to support new development types while protecting trees.

One example might be allowing an on-site parking reduction in trade for specific tree protection. Also, the rules in the General Residential land use category requiring the protection of existing homes in trade for an additional residential unit may allow tree protection (because often where the existing home is not saved, the site will be completely graded, eliminating all existing trees). In addition, the standards for protection measures during construction should be improved, to eliminate the loss of protected trees.

Critical Slopes

The requirements for critical slopes should be moved out of the Zoning Ordinance into Chapter 10 - Water Protection. Critical slope issues are engineering standards, and should be treated as such.

Stormwater

The existing stormwater standards should be retained in the new zoning, with minor improvements. Managing impervious cover on sites allows the opportunity to introduce Low Impact Development (LID) best management practices to development sites. The City should consider whether existing design standards allow options for LID in parking lot design and other impervious cover areas to allow for better options for stormwater management.

Dark Skies

The City, County, and UVa have long been committed to reducing urban light pollution, allowing for clear viewing and reducing unwanted brightness and glare. Modernizing the site lighting standards in the zoning code to incorporate recent advancements in lighting technology such as LED bulbs and ensuring the existing regulations are enforceable is key to managing lighting for dark skies. Starting from the current Board of Architectural Review standards may yield the right outcome. It is important to note that setting standards requiring light meters or other equipment makes enforcement more difficult, so simplicity in these regulations will be critical.

SUBDIVISION VS. SITE PLAN

As future development occurs, there should be no difference in outcomes between subdivisions (platting into lots) and site plans (development on a single large lot or combination of lots). Making certain that both approaches yield equivalent results on the ground will ensure that future trends toward things like rental single-unit developments will result in the same site conditions as subdivision of the property.

ALTERNATIVE ENERGY / BUILDING CODE

While solar energy systems are handled in the current Zoning Ordinance, the development standards in the new zoning code should support wind and other alternative energy installations for buildings, including options for historic structures. Ensuring that at least a potion of parking areas are “EV Ready” (meaning wired for electric vehicle charging, even if no vehicle charging station is installed) is also a growing trend, and should be included in the new Zoning Ordinance.

KEEPING EXISTING STRUCTURES

Encouraging the preservation of existing structures is also an example of a way the new Zoning Ordinance can support sustainability. Creating a bonus for preservation of an existing house, while allowing new units to be constructed on the site, or within the existing structure will enhance sustainability in existing neighborhoods. The Board of Architectural Review (BAR) will continue to review development and issue certificates of appropriateness in the historic districts.

HISTORIC AND CONSERVATION DISTRICTS

Existing Historic and Conservation Districts should remain in tact in the new zoning ordinance. Within the parameters of those districts, the new Zoning Ordinance should allow for additional units in historic districts while also ensuring that existing "contributing" structures maintain their status within the historic district.

The new Zoning Ordinance should also clarify the difference between designated local historic districts and the City's conservation districts. The conservation districts should demonstrate a "lighter touch" focused more on the form and character of development. This may be possible to achieve using form standards alone, without the need for a separate designation.

ADMINISTRATION

This section outlines recommendations to clarify and streamline the processes laid out in the Zoning Ordinance.

ALLOW MORE DEVELOPMENT "BY RIGHT"

Developing "by right" means a permit can be requested at the staff level, and no discretionary review by others (such as the Planning Commission) is involved. This model relies on objective, measurable design standards to reduce the need for design review and other discretionary processes, which can be both time-consuming and unpredictable. When a project meets the standards, the permit is approved. This model has served a variety of jurisdictions across the country well in their efforts to increase the ease of permitting. Provided that effective standards are in place, development will occur in a way consistent with the standards.

SEPARATE AUTHORITY FROM INDIVIDUAL PROCESSES

"Authority" means defining the roles of individuals or bodies that are involved in development review. "Processes" are the steps taken to achieve the issuance of a specific permit or approval. The new zoning code should clearly define the authority of all parties involved in development review. This authority should be clearly separated from the actual process for development review at the various levels.

UPDATE TO MATCH RECENT CASE LAW AND STATUTES

It is important to make needed updates that reflect changes in Virginia or federal statutes and recent court cases. The new zoning code will be made current in collaboration with the City Attorney's office.

LIMIT DISCRETIONARY PROCESSES

As described previously, better urban form standards and the new option granted to the City by the legislature to use inclusionary zoning offer the opportunity to eliminate the need for special use permits for additional height.

CLARIFY THE VARIOUS "SITE PLANS"

A true site plan under Virginia law vests the property owner in a specific process to obtain an approved plan; this generally lasts for a period of years. Many of the plans required with permit applications in Charlottesville are not really "site plans" under the law, and should not be described by that term. The new Zoning Ordinance should differentiate those plans that the legislature intended to call site plans from all other plans required with submissions. The new Zoning Ordinance and application packets should describe the information required for each submission without using the term "site plan".

For example, a site plan would be submitted primarily for the review of zoning compliance, stormwater management would be addressed in a separate stormwater plan, and a set of construction plans would be submitted with the building permit application and would be required to be consistent with the previously approved plans.

RESET REVIEW THRESHOLDS

For residential development, the new Zoning Ordinance should create processes with simpler, shorter timelines associated with lower numbers of units. Possible thresholds might be:

- Up to 4 residential units
- 5 to 12 residential units
- Greater than 12 residential units, along with mixed-use development

Additional time would be required for the more extensive review related to additional units. By matching the review thresholds to patterns allowed within the various zoning districts, swifter approval can occur for smaller projects.

INCORPORATE EXISTING ZONING DETERMINATIONS

Zoning determinations are interpretations of the existing Zoning Ordinance that assist with administration, providing additional clarity or details that help applicants and administrators of the code. All of the existing zoning determinations should be reviewed and added to the zoning text as appropriate. In the future, the City should periodically adopt any interpretations into the new Zoning Ordinance text to ensure consistent interpretation by applicants and staff alike.

MAP AMENDMENTS WITHIN FUTURE LAND USE CATEGORIES

When multiple zoning districts are allowed to implement a single future land use category, it should be made easier to shift from one zoning district to another within the category. Consideration should be given to reducing the public process to that of traditional rezoning (public hearings before the Planning Commission and City Council). No public facility/infrastructure report or environmental impact report should be necessary.

Only when a change in the Future Land Use Map category is required in order to allow a specific zoning district to be requested should additional public engagement steps (such as a community meeting prior to beginning the process) occur, along with additional reporting on infrastructure and environmental impacts.

UPDATE AND IMPROVE NONCONFORMING USE OPTIONS

A nonconforming use is one that was legal at the time it was established, but no longer meets current zoning requirements. In several instances, the nonconforming use provisions in the Zoning Ordinance may be deterring property owners from effectively using their property for the originally-established use. One example is an existing commercial structure within a neighborhood, such as an empty professional office. It may make sense to allow the use to be re-established, and perhaps allowed to expand. In the case of a professional office, it will enhance the walkability within the community. The nonconforming provisions should be examined for opportunities to allow for the re-establishment of such neighborhood-serving uses.

REVIEW CRITERIA FOR APPROVAL

All of the various criteria for approval should be reviewed and, where possible and where consistent with state law requirements, more specific guidelines and criteria should replace terms such as "harmonious" or "substantially conform," which can be difficult for both applicants and administrators to effectively interpret.

ENTRANCE CORRIDOR REVIEW BOARD

The Entrance Corridor Review Board design guidelines should be incorporated (where feasible) as standards into the new zoning code, allowing for the elimination of the Board and the Entrance Corridor Design Guidelines.

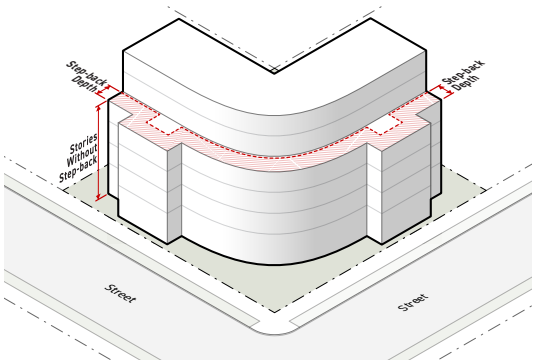
MAKE ZONING EASIER TO USE

"PLAIN ENGLISH" DRAFTING STYLE

The new Zoning Ordinance should eliminate typical legalese terms such as "notwithstanding" and "herein" in favor of a plain language approach to drafting.

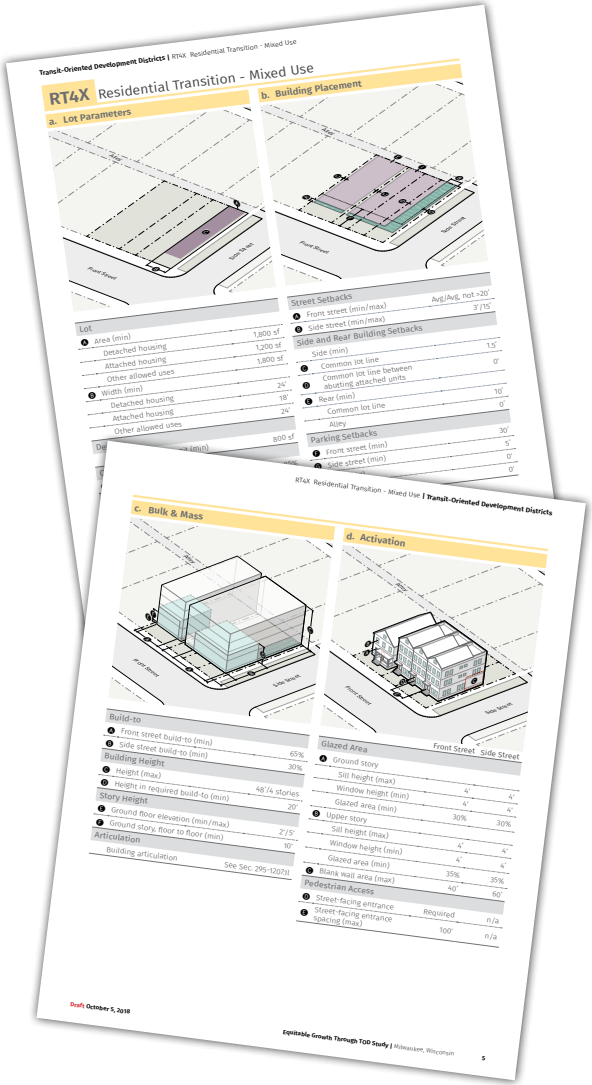
MORE ILLUSTRATIONS, ENHANCED LAYOUT

The new Zoning Ordinance should include a greater number of graphics that help the user understand what is required. It is important to remember that, while lawyers interpret the code as law, architects and residents relate to the Zoning Ordinance in a more visual way. Graphics that illustrate the zoning districts, development standards, and review processes can all be extremely helpful in understanding the document.



Example illustrations from Zoning Ordinances.

The document should also be modernized using page layout software to allow an enhanced look and feel, including varying font size and indents by heading level to make page navigation easier, and enhancing tables with differing line weights and color.



INTUITIVE OUTLINE

The existing material in the Zoning Ordinance, plus any new material introduced to implement the recent Comprehensive Plan, should be re-organized in an intuitive way, to help users find what they need as quickly as possible. Removing duplicative material will help ensure that conflicts are not introduced into the document over time.

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Div. 1.2. Districts Established
Div. 1.3. Zoning Map

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Div. 2.2. House-Scale Districts
Div. 2.3. Neighborhood-Scale Districts
Div. 2.4. Community-Scale Districts
Div. 2.5. Mixed Use Districts
Div. 2.6. Business Districts
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Div. 2.8. Special and Overlay Districts
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Div. 7.2. Approval Processes
Div. 7.3. Nonconformities
Div. 7.4. Enforcement

Article 34-6. Definitions

Div. 6.1. General
Div. 6.2. Defined Terms

DRAFT

DIGITAL FEATURES

The design of the new document should focus on delivering the Zoning Ordinance in a digital format as well as traditional paper format. The Table of Contents should be clickable, allowing the user to jump directly to their desired section of the ordinance. Digital cross-references within the document should be clickable, so that the user does not have to constantly return to the Table of Contents.

Running headers that help the user understand where they are in the document are also useful, along with footers that include the publishing date of each version of the ordinance so that no mistakes are made due to use of an older copy.

DEFINITIONS

Context is important, as defined terms that are used principally in one part of the code (such as sign type definitions) should be located as close to where they are used as possible. Where terms are used frequently throughout the Zoning Ordinance, they should be included in a glossary at the end of the document. This glossary can also contain clickable links to defined terms located within the body of the ordinance.

RULES OF INTERPRETATION

Effective rules of interpretation are an administrator's best friend, helping clarify and illustrate how measurements occur, and addressing other issues of interpretation. This portion of the Zoning Ordinance often also describes how minor relief from requirements can be achieved (in ways that do not require a formal zoning variance).

CONSISTENCY

Location of Content

To the extent possible, similar types of information should be located together. For example, use information should be consolidated in a single Article. All information about signs should be located together. This makes the document easier to use for both administrators and applicants.

Terminology

Consistent use of the same terms throughout the new Zoning Ordinance will help users learn the code more easily. For example, the language describing urban form should be used consistently throughout the new zoning. The current Mixed Use Corridor Districts use the terms “streetwall” and “linking” street throughout the Mixed-Use Corridor Districts, but not in the Commercial or Industrial districts.

SUMMARY OF RECOMMENDATIONS

ZONING DISTRICTS

Manage a Variety of Lot Sizes with a Single District

- ☑ A single zoning district should be applied across all areas designated as General Residential in the Comprehensive Plan Future Land Use Map.
- ☑ More than one building must be allowed on a residential lot to match the allocation of rights denoted in the future land use categories.
- ☑ Lot size for the purpose of subdivision should remain consistent with today's allocation of rights, in an effort to retain a key component of residential character, while allowing more residential units on each lot.
- ☑ At least four different sets of standards based on existing lot area should be included in this single district, with differing standards for lot coverage, impervious cover or other key measures.

Encourage Development on More Kinds of Lots

- ☑ Corner lots should not be restricted by unnecessary side street setbacks.
- ☑ While a minimum lot size for subdivision purposes (the creation of a new lot) should be retained, all existing lots should be considered "buildable" (rather than nonconforming), even where they are smaller than the area required for subdivision.
- ☑ Allow front setback averaging in conditions where there is a building on both of the adjacent lots.
- ☑ The distance separation required between buildings on the same lot should be based solely on the Virginia building and fire codes, with no additional zoning requirements.
- ☑ Consider innovative approaches to platting, including "sub-lots" that front only on an interior green space and those that use easements for pedestrian and vehicular access.

Use Urban Form to Control Intensity

- ☑ Regulate the urban form of development rather than units per acre.

Manage Rooftop Activity

- ☑ Provide clarity in requirements for open air spaces on rooftops.

Enhance walkability throughout the City

- ☑ Require a minimum amount of windows and doors that face the street.
- ☑ Regulate the extent of blank walls facing the street.
- ☑ Require direct pedestrian connections from sidewalks to doors our outdoor spaces.
- ☑ Set a requirement for outdoor amenity space in new multi-unit and mixed used development.

Height Measurement

- ☑ Ensure that building height is expressed in both feet and stories, which should introduce and include the concept of a half-story.
- ☑ Ensure the measurement of height in areas with slopes includes the following basic elements:
  - › Use existing grade for measurement prior to development.
  - › Step building height with the contours of the site.
  - › Allow building walls to serve as retaining walls in upslope conditions.
  - › When exposed portion of a building exceeds 6 feet, consider additional height as a new story.

Simplify the mixed-use districts

- ☑ Consolidate districts with similar building heights into a single district to simplify zoning regulations.

USE PROVISIONS

Manage Uses Based on Impact

- ☑ Re-balance the use table to allow for broader set of uses which are compatible, once use standards have been applied.
- ☑ Manage the scale of uses in order to manage overall impacts of development.
- ☑ Reduce micro-managing of uses in districts.

Separate Uses from Building Form

- ☑ Separate allowable uses for buildings from the concept of building form.

Consolidate Uses

- ☑ Consolidate uses that are found together into larger groups.
  - › Ensure the new code should clarify which uses are expressly not included in a use group.
  - › Separate out accessory and temporary use tables so as to keep the principle use table easy to use.

“Household” and “Unit,” not “Family”

- ☑ Replace the term “family” with “household” throughout the zoning ordinance.
- ☑ Use the term “unit” when referring to form descriptions.
- ☑ Remove existing restrictions on the number of unrelated persons in a household in favor of concepts of form.

Provisional Uses

- ☑ Remove the term "provisional use" from the code.

Modernize Allowed Uses

- ☑ Allow manufactured homes in residential settings.
- ☑ Reduce or remove minimum size requirements to allow for "tiny home" and park model units.
- ☑ Allow for street-oriented retail options in multi-unit buildings.
- ☑ Review urban agriculture options and new apply new regulations throughout the city.
- ☑ Allow Accessory Commercial Units (ACU) in all primarily residential districts and expand the area where an ACU is allowable.

SITE STANDARDS

- ☑ Adjust zoning regulations to support more development within the city border.

Public Space and Mobility

- ☑ Coordinate and revise the Streets that Work Plan and the Standards and Design Manual with any new zoning efforts.
- ☑ Reduce or eliminate minimum parking space requirements.
- ☑ Encourage trade-offs between surface parking and stormwater, impervious cover, trees, and existing structure preservation.
- ☑ Require more bike parking for all new construction.

Environmental Issues

- ☑ Ensure flexibility in development standards to allow for tree protection.
- ☑ Improve protection measures during new construction to eliminate the loss of protected trees.
- ☑ Move requirements for critical slope protection out of the Zoning Ordinance into Chapter 10 - Water Protection (as critical slopes are engineering standards).
- ☑ Ensure design standards allow options for Low Impact Design in parking lot design and other impervious cover areas to allow for better options for stormwater management.

- ☑ Modernize site lighting standards in the new zoning code and ensure regulations are enforceable.

Subdivision vs. Site Plan

- ☑ Ensure that there are no differences in outcomes for subdivision (platting into lots) vs site plans.

Alternative Energy/Building Code

- ☑ Ensure development standards in the new zoning code incorporate alternative energy installations and includes EV Ready infrastructure.

Keep Existing Structures

- ☑ Create a bonus for redevelopment that preserves an existing structure while create new units on site.

Historic and Conservation Districts

- ☑ Allowing for additional units in historic districts to offer additional flexibility for new buildings, while also ensuring that existing structures maintain their "contributing" status within the historic district.
- ☑ Clarify the difference between designated local historic districts and the City's conservation districts.

ADMINISTRATION

Allow More Development "By-Right"

- ☑ Allow for a permit to be requested at staff level with no discretionary review required.

Separate Authority from Individual Processes

- ☑ Clearly define the authority of all parties involved in development review.
- ☑ Separate the processes from authority at the various levels of review.

Update to Match Recent Case Law and Statutes

- ☑ Ensure zoning code is up to date with current Virginia and Federal statutes and laws

Limit Discretionary Processes

- ☑ Use better urban form standards and the new option granted to the City by the legislature to use inclusionary zoning to eliminate the use of special use permits for additional height.

Clarify the Various "Site Plans"

- ☑ Differentiate plans that the Virginia legislature calls site plans from those that should not be described as such.

Reset Review Thresholds

- ☑ Shorten the review timeline for plans with lower number of units, matching the review thresholds to the patterns allowed within zoning districts.

Incorporate Existing Zoning Determinations

- ☑ Review zoning determinations, or interpretations of the Zoning Ordinance, and add to the zoning text as needed to provide additional clarity to applicants and administrators.

Map Amendments within Future Land Use Map (FLUM) Categories

- ☑ Review and streamline the process to shift from one zoning district to another within a single Future Land Use Map category.
- ☑ Only require additional public engagement steps when shifting a FLUM category to allow for a different type of zone.

Update and Improve Nonconforming Use Options

- ☑ Revisit the nonconforming provisions, including to allow for re-establishment of neighborhood-serving uses.

Review Criteria for Approval

- ☑ Adopt objective standards for approval.

Entrance Corridor Review Board

- ☑ Incorporate Entrance Corridor Review Board design guidelines into the zoning code to allow for the elimination of separate design guidelines.

MAKE ZONING EASIER TO USE

"Plain English" Drafting Style

- ☑ Eliminate legalese terms from the zoning to make zoning easier to understand.

More Illustrations, Enhanced Layout

- ☑ Include additional graphics to illustrate code.
- ☑ Lay out code in an enhanced graphic format.

Intuitive Outline

- ☑ Lay out the zoning code in an intuitive way which allows for easy navigation.

Digital Features

- ☑ Ensure the zoning code document is easily usable in a virtual and online format.

Definitions

- ☑ Define words and include in a glossary.

Rules of interpretation

- ☑ Define clear rules of interpretation.

Consistency

- ☑ Be consistent with where content is located in the code, grouping content where possible.
- ☑ Be consistent with the use of terms throughout the plan to maintain ease of use and interpretation.

PART 5

APPENDIX

APPENDIX A: ZONING GLOSSARY

Accessory Dwelling Unit. An apartment or cottage on a lot where there is already a house. May also be called an in-law suite or granny flat.

Administrative Approval. The approval of a permit at the staff level.

Affordable Dwelling Unit. A home that is required to be affordable to someone who has a low income as defined by HUD federal standards.

Bonus. A bonus that a developer can get for providing more affordable homes, an environmentally friendly building, or some other public benefit. The bonus is usually allowing a developer to build a larger project (for example, with more housing units or more height).

Buffer. A required landscape or fencing treatment along the sides or back of a lot that separates different land uses (for example, separating commercial and residential areas).

Build-to Zone. The area on a lot between a minimum and maximum setback where a building's exterior walls must be built.

By-right. A by-right project must meet all the requirements of the zoning ordinance but does not need approval from the City Council.

Canopy. Tree cover.

Commercial Uses. A category of land uses that includes stores, offices, restaurants, and similar uses.

Density. The number of residential units allowed on a lot, with measurement based on the lot size.

Development or Site Plan. The plans showing what someone wants to build. These are reviewed by City staff to make sure the proposed development will meet the requirements of the zoning ordinance.

Easement. A right given to a person or entity to use land owned by another.

Floor Area Ratio (FAR). A formula that tells you how big a building can be based on the size of a lot.

Floor Area, Gross. The total floor area within a building.

Impervious Surface. A surface through which water cannot pass through, like most roofs, roads, sidewalks, or paved parking lots.

Inclusionary Zoning. A requirement that a specific percentage of housing units in a project or development remain affordable for a specified period to households with incomes that are defined as moderate, low, or very low.

Infill. Development of vacant or underutilized land within areas that are already largely developed.

Intensity. A measure of the size of the building and scale of uses allowed on a lot.

Nonconforming. A lot, structure, or use that conformed to the zoning regulations at the time it was established, but does not conform to current requirements of the zoning code.

Open Space. An area on a lot reserved for active or passive recreation. Active recreation required the use of special facilities, such as sports fields, whereas passive recreation does not.

Overlay. A designation on a zoning map that modifies the basic underlying designation in some specific manner. For example, overlay zones are often used to address the special needs of flood zones or historic areas.

Proffer. In Virginia law, a voluntary commitment from a landowner or developer to reduce or eliminate the impact of new development on neighboring properties or the city.

Scale. The size of buildings, streets, or other development elements.

Setback. The distance that a building or structure must be located on the lot away from the property line.

Slope. The angle of land that is not flat (for example, a 3% slope).

Special Use Permit (SUP). A project that requires a special use permit must be reviewed by the Planning Commission and City Council. This review includes a public hearing during which members of the public can share their opinion about the project.

Stormwater Management. Required actions or infrastructure that limit or reduce the amount of stormwater that flows off a property.

Subdivision. The division of land into defined lots that may be separately sold or leased. The process of subdivision often includes setting aside land for streets, sidewalks, parks, public areas, and other infrastructure needs.

Yard. All portions of a lot between exterior walls of a building and a property line.

Zoning. The division of the city into areas, or zones, that specify allowed uses and building placement and size restrictions. Zoning should implement the Comprehensive Plan.

APPENDIX B: EXISTING ZONING & ABILITY TO IMPLEMENT THE COMPREHENSIVE PLAN

NOTE This appendix is a review of existing zoning districts and their ability to implement the Comprehensive Plan.

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
RESIDENTIAL						
R-1	Single-family residential	- 1 dwelling unit (du) allowed (up to 4 unrelated persons) - ADUs require Provisional Use Permit - Large side, rear setbacks - 50' frontage required	Does not implement land use recommendations (LU)			
R-1(S)	Small Lot	- 1 du allowed (up to 4 unrelated persons) - ADUs require Provisional Use Permit - Moderate side, large rear setbacks - 50' frontage required	Does not implement LU			
R-1U	University	- 1 du allowed (up to 3 unrelated persons) - ADUs not allowed - Large side, rear setbacks - 50' frontage required	Does not implement LU			
R-1U(S)	University, Small Lot	- 1 du allowed (up to 3 unrelated persons) - ADUs not allowed - Moderate side, large rear setbacks - 50' frontage required	Does not implement LU			
R-2	Two-family	- SF attached, SF detached, two-family allowed (up to 4 unrelated persons) - ADUs require Provisional Use Permit - Large side, rear setbacks for SFA/TF	Partially implements	General Residential	Up to 3 du, up to 4 du if existing structure maintained	Revisions needed: - Allow up to 3 du, 4 du with conditions - Reduced setbacks and lot frontage - ADUs allowed by-right
				General Residential - Sensitive	Up to 1 du, 3 du if 1 affordable, 4 du if existing structure maintained and 1 affordable	Revisions needed: - Allow up to 3 to 4 du with conditions - Reduced setbacks and lot frontage - ADUs allowed by-right

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
R-2U	Two-family, University	- SF attached, SF detached, two-family allowed (up to 4 unrelated persons) - ADUs not allowed - Large side, rear setbacks for SFA/TF	Does not implement LU			- Does not allow ADUs, limiting impact of district
R-3	Multifamily	- 21 du/acre allowed, 87 du/acre with SUP - SF attached, SF detached, two-family, townhouse, multifamily allowed - Attached ADU allowed, detached ADU requires Provisional Use Permit - Large side, rear setbacks - Required distance from LDR districts (50 to 75 ft)	Partially implements	General Residential	Up to 3 du, up to 4 du if existing structure maintained	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Attached and detached ADUs allowed by-right
				General Residential - Sensitive	Up to 1 du, 3 du if 1 affordable, 4 du if existing structure maintained and 1 affordable	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Attached and detached ADUs allowed by-right
				Medium Intensity Residential	Up to 12 du	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Attached and detached ADUs allowed by-right - Remove density threshold requiring SUP
				Higher-Intensity Residential	13+ du	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Remove density threshold and height cap (45') requiring SUP

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
R-UMD	University Medium Density	- 43 du/acre allowed - SF attached, SF detached, two-family, townhouse, multifamily allowed - ADUs require Provisional Use Permit - Large side, rear setbacks - Required distance from LDR districts (50 to 75 ft)	Partially implements	Medium Intensity Residential	Up to 12 du	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Attached and detached ADUs allowed by-right
R-UHD	University High Density	- 64 du/acre allowed, 87 du/acre with SUP - SF attached, SF detached, two-family, townhouse, multifamily allowed - ADUs require Provisional Use Permit - Large side, rear setbacks - Required distance from LDR districts (50 to 75 ft) - Low height cap: 50 ft	Partially implements	Higher-Intensity Residential	13+ du	Revisions needed: - Reduced setbacks and lot frontage - Remove required distance from LDR - Increase height cap
MR	McIntire/ Fifth Street Residential Corridor	- 21 du/acre allowed, 43 du/acre with SUP - SF attached, SF detached, two-family, townhouse, multifamily allowed - ADUs require Provisional Use Permit - Height limit: 2 story min / 5 story max - Large setbacks and buffer requirement when adjacent to LDR	Partially implements	Medium Intensity Residential	Up to 12 du	Revisions needed: - Reduced setbacks and lot frontage when located next to LDR - ADUs allowed by-right
				Higher-Intensity Residential	13+ du	Revisions needed: - Reduced setbacks and lot frontage when located next to LDR - Remove height cap threshold (5 stories) requiring SUP
MHP	Manufactured Home Park	- Attached ADUs require Provisional Use Permit, detached not allowed - SF attached, SF detached, manufactured home park allowed	Does not implement LU			

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
COMMERCIAL						
B-1	Business District	- 45 ft height restriction - Large side, rear setbacks when adjacent to residential district or use - 21 du/acre allowed, up to 87 du/acre with SUP	Partially implements	Neighborhood Mixed Use Corridor	Up to 5 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
B-2	Business District	- 45 ft height restriction - Large side, rear setbacks when adjacent to residential district or use - 21 du/acre allowed, up to 87 du/acre with SUP	Partially implements	Neighborhood Mixed Use Node	Up to 5 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
B-3	Business District	- 70 ft height restriction - Large side, rear setbacks when adjacent to residential district or use - 21 du/acre allowed, up to 87 du/acre with SUP	Partially implements	Urban Mixed Use Corridor	Up to 5 stories, 8 stories at key intersections	Revisions needed: - Increased height cap in areas allowing 8 stories - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
				Urban Mixed Use Node	Up to 10 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
M-I	Manufacturing / Industrial District	- 85 ft height restriction - Large side, rear setbacks when adjacent to residential district or use - Multifamily allowed with SUP	Partially implements	Business and Technology Mixed Use	Up to 6 stories	Revisions needed: - Some multifamily allowed by-right - Reduced setbacks adjacent to LDR
ES	Emmet Street Commercial Corridor	- 3 story height restriction - Large side, rear setbacks when adjacent to LDR	Does not implement LU			Revisions needed: - Residential currently not an allowed use - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
IC	Industrial Corridor	- 4 story height restriction - Large side, rear setbacks when adjacent to LDR - No additional height within 200 ft of residential district - Multifamily only allowed in mixed-use configuration	Partially implements	Business and Technology Mixed Use	Up to 6 stories	Revisions needed: - Some multifamily allowed by right - Increased height cap - Reduced setbacks adjacent to LDR
MIXED USE CORRIDORS						
D	Downtown Corridor	- Multifamily only allowed in mixed-use configuration - 70 ft height restriction, 101 ft with SUP - Large side and rear setbacks when adjacent to LDR - 43 du/acre allowed, up to 240 du/acre with SUP	Partially implements	Downtown Core	Up to 10 stories	Revisions needed: - Some multifamily allowed by-right - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
DE	Downtown Extended Corridor	- Multifamily, SFD, SFA allowed, townhouse requires SUP - Height restrictions: 101 ft (Mixed Use), 50 ft (Other) - Large side and rear setbacks when adjacent to LDR - 43 du/acre allowed, up to 240 du/acre with SUP	Partially implements	Downtown Core	Up to 10 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
DN	Downtown North Corridor	- Multifamily, SFD, SFA allowed, townhouse requires SUP - 5 story max on Primary St, 3 story max on Linking St - Large side and rear setbacks when adjacent to LDR - 43 du/acre allowed, up to 120 du/acre with SUP - Min. mixed use requirement	Partially implements	Downtown Core	Up to 10 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP - Remove mixed use requirement

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
WMW	West Main West Corridor	- Multifamily only allowed in mixed-use configuration, SFD, SFA allowed - 75 ft height restriction - Large side and rear setbacks when adjacent to LDR - 64 du/acre allowed, up to 180 du/acre with SUP	Partially implements	Urban Mixed Use Corridor	Up to 5 stories, 8 at key intersections	Revisions needed: - Some multifamily allowed by-right - Increased height cap in areas allowing 8 stories - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
WME	West Main East Corridor	- Multifamily only allowed in mixed-use configuration, SFD, SFA allowed - 52 ft height restriction - Large side and rear setbacks when adjacent to LDR - 43 du/acre allowed, up to 120 du/acre with SUP	Partially implements	Urban Mixed Use Corridor	Up to 5 stories, 8 at key intersections	Revisions needed: - Some multifamily allowed by-right - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
CH	Cherry Avenue Corridor	- Multifamily, SFD, SFA, townhouse, and two-family allowed - 50 ft height restriction - Large side and rear setbacks when adjacent to LDR - Min. FAR 0.5 - Multifamily: 21 du/acre allowed, up to 43 du/acre with SUP - SFD: 7 units/acre max.	Partially implements	Neighborhood Mixed Use Corridor	Up to 5 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap requiring SUP
HS	High Street Corridor	- Multifamily, SFD, SFA allowed - 35 ft height restriction - Moderate side and rear setbacks when adjacent to LDR - 21 du/acre allowed	Partially implements	Urban Mixed Use Corridor	Up to 5 stories, 8 at key intersections	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap
NCC	Neighborhood Commercial Corridor	- Multifamily only allowed in mixed-use configuration, SFD, SFA allowed - 45 ft height restriction, 60 ft with SUP - Moderate side and rear setbacks when adjacent to LDR - 21 du/acre allowed, up to 43 du/acre with SUP	Partially implements	Neighborhood Mixed Use Corridor	Up to 5 stories	Revisions needed: - Some multifamily allowed by-right - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
HW	Highway Corridor	- Multifamily allowed - 80 ft height restriction - Large side and rear setbacks when adjacent to LDR - 43 du/acre requires SUP	Partially implements	Urban Mixed Use Corridor	Up to 5 stories, 8 at key intersections	Revisions needed: - Some multifamily allowed by-right without density cap or SUP - Increased height cap in areas allowing 8 stories - Reduced setbacks adjacent to LDR
URB	Urban Corridor	- Multifamily allowed - 60 ft height restriction, 80 ft with SUP - Moderate side and rear setbacks when adjacent to LDR - 21 du/acre allowed, up to 64 du/acre with SUP	Partially implements	Urban Mixed Use Node	Up to 10 stories	Revisions needed: - Increased height cap - Reduced setbacks adjacent to LDR - Remove density cap
CC	Central City Corridor	- Multifamily, SFD, SFA allowed - 55 ft height restriction, 80 ft with SUP - Large side and rear setbacks when adjacent to LDR - Mixed use: 43 du/acre - Residential: 21 du/acre, up to 120 du/acre with SUP	Partially implements	Neighborhood Mixed Use Corridor	Up to 5 stories	Revisions needed: - Reduced setbacks adjacent to LDR - Remove density caps
WSD	Water Street Corridor District	- Multifamily only allowed in mixed-use configuration - 70 ft heigth restriction, 101 ft with SUP - 43 du/acre allowed, up to 240 du/acre with SUP	Partially implements	Downtown Core	Up to 10 stories	Revisions needed: - Increased height cap - Remove density cap
SS	South Street Corridor	- Multifamily only allowed in mixed-use configuration - 45 ft height restriction - 43 du/acre allowed, up to 240 du/acre with SUP	Partially implements	Downtown Core	Up to 10 stories	Revisions needed: - Some multifamily allowed by-right - Increased height cap - Remove density cap

EXISTING DISTRICTS			STATUS (Implement Plan)	FUTURE LAND USE		IMPLEMENTATION NOTES
DISTRICT	NAME	NOTES		CATEGORY	NOTES	
CD	Corner District	- Multifamily only allowed in mixed-use configuration, SFD, SFA allowed - 50 ft height restriction - Large side and rear setbacks when adjacent to LDR - Mixed use: 43 du/acre allowed - Residential: 21 du/acre allowed, up to 120 with SUP	Partially implements	Neighborhood Mixed Use Node	Up to 5 stories	Revisions needed: - Some multifamily allowed by-right - Increased height cap - Reduded setbacks adjacent to LDR - Remove density cap
OTHER						
	No District		No implementing district	Open Spaces and Parks		
	N/A		No implementing district	Cemetery		
	No District		No implementing district	Civic		
	No District		No implementing district	Education		
	N/A		No implementing district	UVA		
	Flood Hazard Protection Overlay District		Implements	Stream Buffer	Overlay	

APPENDIX C: PLAN GOALS & THE NEW ZONING

NOTE This appendix is a detailed review of land use and zoning-related goals of the Comprehensive Plan and Affordable Housing Plan.

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
LAND USE, URBAN FORM, AND HISTORIC & CULTURAL PRESERVATION	
Goal 1. Zoning Ordinance	
Strategy 1.1 Develop a framework for the zoning ordinance re-write	
Consider all Goals of the Comprehensive Plan, including: » increasing the supply of housing affordable at all levels; » mitigating the potential for displacement, particularly for vulnerable neighborhoods, such as all or portions of designated Sensitive Areas; » improving transit access, neighborhood walkability, and citywide multimodal transportation; increasing employment opportunities; » preserving historic structures, including through adaptive reuse; and » fostering mixed income neighborhoods throughout the city.	Reiterate goals in the Diagnostic + Approach introduction
Review Small Area Plans and similar for recommendations related to zoning. This includes, but is not limited to, form-based code recommendations from the Strategic Investment Area, the code review from the Hydraulic Small Area Plan, the Cherry Avenue Small Area Plan, and the Starr Hill Vision Plan.	Highlight plans reviewed in the Diagnostic + Approach introduction
Consider zoning classifications based on form and intensity (as defined by height and maximum size of structures).	Address in district approach
Identify ways to meet multiple goals at once and support a more sustainable future by incentivizing and supporting development of affordable housing opportunities within the context of healthy, thriving communities that support and build pride of place, active living with streets designed for people, public parks, recreation facilities, and healthy and affordable food sources.	Address sustainability holistically - including where building will take place, environmental considerations, green building practices, and conservation of historic areas
Identify ways to support neighborhoods and the goals of this plan through by-right development and streamlining of the review process while also ensuring adequate parameters are in place to guide this development and allowing for improved public information and engagement, for example, through a required public meeting for certain major projects and subdivisions.	Audit discretionary review processes to streamline development review and approval time, particularly in Overlay Districts
Consider ways to mitigate the impact of short-term rentals on housing availability and affordability. This may include additional staff support for implementation of existing regulations.	Consider definition and use of short-term rentals, potential for companion legislation to align STR policy with zoning rewrite
Identify a list of related ordinances or documents that will need to be reviewed for potential updates. This includes the Standards and Design Manual and Subdivision Ordinance, as well as applications, fees, and forms associated with development activities.	Diagnostic to identify regulations outside of zoning that should be considered for revision, but will not be included in this phase
Consideration for the relationship between the Zoning Ordinance, design control districts, and related review processes.	Audit discretionary review processes to streamline development review and approval time, particularly in Overlay Districts

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 1.2 Implement changes to the Zoning Ordinance needed to support community health and well-being, context-sensitive design, environmental protection, and climate change mitigation and preparedness.	
Incentivize or require design principles that enhance community livability, such as: » Parking placement behind buildings (rather than in front) and an overall reduction in curb cuts. » Active uses at the ground floor level along key street frontages » Set building setbacks, as appropriate to the site and context, to increase network connectivity, create a more pedestrian friendly streetscape, and reduce speeds on high volume roadways across the city. » Compact block, alley, and street networks and a built environment that facilitates walking, biking, and bus riding. » Vibrancy, pedestrian movement, and visual interest throughout the city. » Reduction in impermeable surfaces. » Addition of new neighborhood paths/connection. » Buildings of similar scale on both sides of a street.	Address in district approach and development standards
Require that zoning changes preserve and enhance natural resources and sensitive environmental areas, designated flood plain areas, steep slopes, rivers, and streams.	Address in site review processes
Require that zoning changes preserve and enhance historic cultural resources. In particular, require that development of historic properties within Historic Preservation Architectural Design Control (ADC) Districts, Historic Conservation (CV) Districts, or Individually Protected Property (IPP) maintain the National Register's "contributing resource" designation.	Address in site review processes Verify requirement to maintain contributing resource - option to incentivize instead
Consider ways to incentivize green infrastructure implementation and use in development projects to offset development impacts. Utilize CityGreenprint 1.0 in this effort » Green infrastructure includes a wide range of natural assets and strategies that exist or are installed in the built environment to improve the quality of our natural resources, contribute to healthier natural habitat, and increase recreational opportunities. » Incorporate requirements for green space, where possible. » Expand requirements for tree canopy protection and, where necessary, replacement, and consider incorporating urban heat island analyses into this process.	Address in site review processes
Facilitate economic activity in existing and new areas of mixed-use opportunity identified in the updated Future Land Use Map, and ensure the availability of sites for business growth and expansion.	Consider creation of Industrial-Flex district to encourage business growth instead of only Residential
Incentivize private landowners and developers to preserve or create urban agricultural spaces.	Explore defining as an allowed use
Consider ways to maintain a transition of height between land use categories, including the use of multiple zoning categories within each land use category shown on the Future Land Use Map. Identify ways to provide transitions in height and intensity of use between cemeteries and adjacent areas.	Build into development standards
Consider ways to support energy efficient building practices and other measures to address climate change.	Consider modification to building code - outside of zoning scope
Strategy 1.3 Implement zoning changes needed to support the creation of more housing, including affordable housing opportunities, throughout the city.	

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
In coordination with multi-family zoning changes, identify zoning changes needed to support "soft density" (house-scaled multi-unit housing) in areas currently zoned single-family throughout the city, to lower the cost of entry for residents to live in these areas while preserving existing market-affordable housing, limiting displacement of existing residents, and mitigating continued rise in housing costs. » Using the revised Future Land Use Map, identify areas suitable for rezoning to allow "soft density." On the Future Land Use Map, "Soft density" corresponds to General Residential and Medium Intensity areas. » Identify form and design requirements to support soft density (or "missing middle") housing, including walkability, use of a scale and form similar to surrounding development, allowing for smaller building footprints, supporting affordability through design, and allowing for reduced parking on-site. » Identify incentives (property tax rebates, public funding, design flexibility) or requirements to support the development of affordable housing as part of new soft density development, particularly for those projects seeking additional units in the General Residential category. » Increase the allowed intensity of housing, with required affordability at a base or bonus level, in all neighborhoods that are currently zoned for primarily single-family uses. » Implement strategies that minimize displacement from low-income or other at-risk neighborhoods while supporting wealth-building opportunities related in these communities. Clarify how various "soft density" zones can connect to subsidy funds targeted at supporting existing homeowners and renters to prevent displacement, as well as funds for increased homeownership, particularly in neighborhoods with high numbers of low-income households. » Increase the number of lots on which ADUs can feasibly be built by adopting proposed changes to allow ADUs in University zoning districts, increasing the maximum height, and eliminating off-street parking requirements for ADUs. » Weigh potential benefits and impacts of allowing development of soft density housing in historic neighborhoods, including consideration of ways to retain historic character, form, integrity, and naturally occurring affordable housing.	Anti-displacement toolkit
In coordination with "soft density" zoning changes, identify changes needed to zoning and development processes to increase the production of medium- and higher- intensity multifamily housing at a variety of scales. » Using the revised Future Land Use Map, identify areas suitable for rezoning to allow multifamily development in additional neighborhoods, particularly those that are or will be served by transit or are located within walking proximity to community facilities including schools and parks , and those that currently lack multifamily options. » Prioritize strategies that protect existing affordable housing and create new affordable housing supply, and that reverse entrenched patterns of racial and economic segregation while protecting high-risk communities from displacement. » Clarify how multifamily zones can connect to subsidy funds targeted at supporting existing homeowners and renters to prevent displacement.	Inclusionary zoning toolkit
Incorporate transition zones and restructure restrictions on height, density, setbacks, and parking to ensure that development activities compatible with the Future Land Use Map, site context, and goals of the Comprehensive Plan are feasible by-right without a special use permit, including for multifamily and mixed-use developments.	Built into development standards
Consider locations on a site-by-site basis where they may allow for additional height beyond that described for each land use category, for high intensity and mixed use areas – e.g., if a site has a lower grade than the primary street, or has a particular reason to support higher-intensity development (e.g., existing student-housing dominated areas).	Address in district approach and development standards
Strategy 1.4 Define parameters for inclusionary zoning policies, which require that certain residential developments include some affordable homes. Set targets for the number and affordability levels of homes as well as other parameters.	

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Establish a mandatory inclusionary zoning policy for developments of a certain size, to require the inclusion of affordable homes as part of new multifamily development.	Inclusionary zoning toolkit
Consider other ways to allow additional units on sites where they are affordable at a defined level.	Anti-displacement toolkit
Consider deployment of an Affordable Housing Overlay or similar designation as part of the zoning rewrite, to incentivize long-term affordability for a variety of housing types. Prioritize methods that support deep affordability.	Anti-displacement toolkit
Consider ways to incentivize a mix of uses and incomes that support developments that contribute to community livability and access to amenities.	Address with context-driven standards and more flexible use definitions
Investigate the feasibility of requiring affordable units for smaller multifamily development or redevelopment projects, such as through the first or second new unit, with a focus on ensuring that any potential requirements do not hinder development of housing at a small scale.	Anti-displacement toolkit
Strategy 1.5 Evaluate the potential impacts of re-zoning of industrial land use to allow a mix of uses to support Comprehensive Plan goals, including those related to affordable housing and environmental protection, while also ensuring there is adequate provision of land for important community services, as well as for jobs and economic development, both in these areas and throughout the city.	Consider creation of Industrial-Flex district to encourage business growth instead of only Residential
Strategy 1.6 During the zoning rewrite process, develop and deploy a public education campaign to address any concerns and broaden understanding of the purpose of the zoning revisions.	
Provide information about the benefits of/opportunities for patterns of urban living, such as more efficient land use, shared public space, smaller and more energy efficient units, aging in place, and walkability. Assess the effectiveness of efforts and examples.	Address in community engagement strategy
Strategy 1.7 Revise development review approval process to limit and focus discretionary control and reduce approval times.	Address in audit of discretionary review processes
Goal 2. Future Land Use Vision	
Strategy 2.1 Through City-led efforts and private development, expand community access to housing, as well as amenities and services that improve quality of life.	
Through City-led projects, private and institutional development projects, and partnerships, address citywide and regional priorities. These include: » housing affordability and increased housing options; » community equity and displacement protection for at-risk communities, including lower income households; » tree canopy, environmental sustainability, and climate change mitigation and resilience; » transit-oriented development; » improved walkability and bikeability; » enhanced access to parks, recreation, social interaction opportunities, schools, and other amenities and services; » improved and equitable food access; and » support for existing and new business opportunities, including for small and neighborhood-focused businesses.	Reiterate in Introduction and Plan Implementation
Support mixed use nodes and corridors that enhance access to amenities and services at a context-sensitive scale, with adequate transitions in height and massing to residential areas.	Address in district approach and development standards
Consider the potential of development on City owned property, particularly where it can support the addition of affordable housing units.	Anti-displacement toolkit

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Encourage the incorporation of meaningful and equitable public gathering spaces into urban design plans, particularly along corridors and at development nodes, including Downtown.	Build into development standards
Pair development along the River and stream corridors with park space and environmental protection features. Balance the competing priorities for properties adjacent to the River and other stream corridors to allow for an appropriate number of different types of uses without impacting the environmental quality of the waterways and riparian buffers, or devaluing the most important natural attributes that attract people to the area.	Address in site review processes
Where possible, encourage increasing intensity of uses and addition of affordable housing through the reuse or reconfiguration of existing buildings or sites, including historic structures, large parking areas, and underutilized commercial or industrial areas. When considering which areas may be "underutilized," consider land not developed to its full potential in ways that further the city's goals for equity, sustainability, and enhancing Charlottesville's quality of life and sense of place.	Anti-displacement toolkit
Strategy 2.2 Evaluate the potential positive and negative impact of proposed development on existing affordable housing and vulnerable communities at risk of displacement.	
Prioritize development of an Equity Analysis tool or series of metrics that can be used to evaluate impacts, including potential displacement of marginalized, under-served, and vulnerable populations, such as low-income, formerly displaced, aging, disabled, and homeless individuals and families.	Toolkit to support zoning
Once the city has adopted an Equity Analysis tool, evaluate a requirement for its use for development review. Consider requiring the use of the Equity Analysis tool for development projects within the Sensitive Areas identified in this plan, or a subset of these areas, at a minimum. Sensitive Areas, and the criteria used to define them, should be updated with each Comprehensive Plan update, or at least every five years.	Toolkit to support zoning
Strategy 2.3 Evaluate existing and potential new programs for protecting communities at risk of displacement, as well as protecting existing affordable housing, historic buildings, community-based urban agriculture sites, and other resources.	
Where possible, prioritize the preservation of existing structures while encouraging a greater intensity of use. Encourage infill development and reuse of or additions to structures, rather than demolition of existing buildings, to address gaps in established or planned development patterns. This may include strategies that can help preserve existing structures, including the use of Accessory Dwelling Units (ADUs), building additions, transitioning larger single-family houses to apartments, etc.	Anti-displacement toolkit
If demolition is necessary, incentivize or require development of affordable housing, particularly in historically low income and/or majority-Black neighborhoods, which have historically been targets for redevelopment and displacement.	Anti-displacement toolkit
Consider use of ordinances, financial support, incentives, and other strategies to encourage the preservation of existing housing stock and expansion of housing options, especially deeply affordable housing options.	Toolkit to support zoning
Evaluate the effectiveness of the Historic Conservation District as an alternative, more flexible type of local historic district, to promote conservation of structures and district character while also allowing increased intensity of uses when new districts are being considered. Examine possibility for conserving individual properties as well as neighborhood areas.	Address in audit of discretionary review processes
Consider programs to encourage conversion of large single-family houses into multiple units, while conserving their form and key historic features, including both locally- or nationally-designated historic properties as well as non-designated properties.	Anti-displacement toolkit
Utilize strategies specific to preventing displacement within Sensitive Areas and look for ways to support targeted programs for communities, families, and individuals at risk of displacement throughout the City.	Anti-displacement toolkit

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 2.4 Support the designation of the entire city as an Urban Development Area (UDA).	
In accordance with this designation, development in the city shall incorporate principles of traditional neighborhood design, which may include, but need not be limited to (i) pedestrian-friendly road design, (ii) interconnection of new local streets with existing local streets and roads, (iii) connectivity of road and pedestrian networks, (iv) preservation of natural areas, (v) mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth, (vi) reduction of front and side yard building setbacks, and (vii) reduction of subdivision street widths and turning radii at subdivision street intersections.	Built into development standards rather than separate UDA designation
Goal 3. Balance Conservation and Preservation with Change	
Strategy 3.1 Utilize context-sensitive planning tools to maintain and enhance the distinct identities of Charlottesville's neighborhoods and corridors.	
Use existing preservation and design review tools to accommodate development in ways that identify and preserve historic and cultural resources and enhance the distinctive characteristics of the neighborhoods, especially in areas experiencing significant development. You can review more information about the available preservation and design review tools in the Appendix.	Address in audit of discretionary review processes
Require that any that any future redevelopment of historic structures must maintain contributing status of existing designated historic structures.	Explore requirement to maintain existing resource - option to incentivize instead
Encourage development that responds to the character of contiguous historic buildings and neighborhoods while allowing enhanced intensity of uses, including multi-family units, in forms and scales that are respectful of the surrounding neighborhood.	Address in district approach and development standards
Require adequate transitions (such as step downs in scale and intensity) to mitigate impacts on adjacent residential and historic areas, as well as cemeteries.	Build into development standards
Recognizing that views of surrounding mountains and other landmarks are an important component of Charlottesville's sense of place, evaluate the ability to consider view-sheds in development review in tandem with other priorities identified in this plan.	Consider view-shed standards in appropriate areas - outside of scope of project
Strategy 3.2 Review the Historic Preservation and Design Appendix, historic district ordinances, entrance corridor ordinance, and design guidelines every five years to ensure that goals for preservation and compatible development are being addressed.	
Look for ways to support the future land use vision, the goal of providing additional housing throughout the city, and environmental/climate goals, while preserving the city's valuable resources.	Address in audit of discretionary review processes
Strategy 3.3 Develop strategies and partnerships that can bring underutilized properties, including historic properties, into productive and sustainable applications that will support increased residential or commercial uses, or a mix of uses.	
Consider strategies such as rezoning, rehabilitation, reducing or removing off street parking requirements, and development incentives.	Address in district approach and development standards

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Support the rehabilitation of low-income owner-occupied housing for energy efficiency and preservation of neighborhood form. As appropriate, create policy and financial incentives to encourage the process.	Anti-displacement toolkit
Encourage adaptive re-use and potential increases in intensity of use for existing buildings, including historic structures, particularly in areas identified for higher intensity development on the Future Land Use Map.	Address in district approach and development standards
Strategy 3.4 Encourage sustainable, energy efficient building designs and low impact development as complementary goals to historic preservation, including through support for adaptation, reuse, and repurposing of the built environment.	
Support the implementation of solar photovoltaic systems for historic structures	Allow and incentivize in development standards
Goal 4. Small Area Plan Development and Implementation	
Strategy 4.1 Develop a template and consistent planning process for preparation of Small Area Plans, with a focus on community engagement and equity considerations to be included in each process.	
Ensure that Small Area Plans support overarching Comprehensive Plan Guiding Principles and Goals while also supporting additional community defined priorities.	Highlight plans reviewed in the Diagnostic + Approach introduction
Strategy 4.2 Create a process for prioritizing, assessing the feasibility of, and implementing proposed investments and strategies in accordance with plans incorporated as amendments to the Comprehensive Plan, including Small Area Plans, Neighborhood Plans, Vision Plans, etc.	Highlight plans reviewed in the Diagnostic + Approach introduction
Goal 5. Comprehensive, Regional Approach	
Strategy 5.3 Facilitate regular coordination with Albemarle County and UVA on matters of land use, urban design, historic preservation, transportation, and environmental protection that cross the jurisdictional border.	
Investigate the feasibility of protecting unobstructed sight lines between the World Heritage Sites of Monticello and the Academical Village at the University of Virginia.	Consider view-shed standards in appropriate areas - outside of scope of project
Goal 6. Design Excellence	
Strategy 6.1 Encourage urban design standards that achieve the goals of this plan and are appropriate to the Charlottesville community context.	
Promote design excellence for public projects and installations at all scales. For all City-owned spaces (buildings, public spaces, etc.), look for opportunities to promote a distinctive, contextually integrated, and welcoming environment for residents and visitors.	Address in district approach and development standards
Promote design standards that consider and work with unique community characteristics, including topography and other environmental features.	Build into development standards
Study existing urban forms in historic neighborhoods and consider allowing similar design standards in new neighborhoods. Develop corresponding design pattern inventories for individual neighborhoods.	Address in district approach and development standards

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 6.2 Continue to support the BAR in its efforts to guide historic preservation and urban design within the Historic Preservation & Architectural Design Control (ADC) Districts, and the Historic Conservation (CV) Districts, and ensure cooperation between the BAR and City departments.	Address in audit of discretionary review processes
Strategy 6.3 Update outdoor lighting standards to ensure that streets, sidewalks, crosswalks, and public spaces are lit safely and efficiently.	
Consider lighting standards that complement both the built and natural environments while minimizing adverse lighting impacts (for example, glare, light pollution, obtrusive light, etc.) and contributing to the City's goals for energy conservation and sustainability.	Create lighting development standards
Goal 7. Entrance Corridors	
Strategy 7.1 Within Entrance Corridors, encourage placemaking elements and look for opportunities to support community-centered destinations.	
Encourage site designs incorporating building arrangements, uses, natural features, and landscaping that contribute to Charlottesville's unique sense of place and character.	Build into development standards
Ensure that new development complements the city's character and respects those qualities that distinguish the city's built environment.	Build into development standards
Incorporate street trees and landscaping along streetscapes to provide shade, buffer pedestrians from traffic, and create a sense of enclosure.	Build into development standards
Strategy 7.2 Protect and enhance access routes to our community's World Heritage Sites, the University of Virginia and Monticello, to recognize their significance as cultural and economic assets of the local heritage industry.	Build into development standards, explore elimination of Entrance Corridor districts
Strategy 7.3 In coordination with relevant neighborhoods, consider the designation of additional streets as Entrance Corridor districts.	Address in audit of discretionary review processes, explore elimination of Entrance Corridor districts
Strategy 7.4 Evaluate the roles of, and relationship between, the Entrance Corridor Review Board and the Board of Architectural Review and evaluate a transition of the Entrance Corridor Review Board from Planning Commission to the Board of Architectural Review.	Address in audit of discretionary review processes
Goal 8. Expand Understanding and Recognition of Community History and Culture	
Goal 9. Resource Inventory	
Strategy 9.2 Encourage developers contemplating land-disturbing activities in areas likely to reveal knowledge about our past to undertake archaeological studies prior to development.	
Encourage, where warranted, archaeological assessments for rezoning and special use permit requests and for all projects on City-owned parcels	
Goal 10. Communication about Historic Resources	
Goal 11. Historic Resource Protection	
Strategy 11.1 Preserve historic resources through education and collaboration focused on maintaining our neighborhoods' core historic fabric (while encouraging reuse of structures), our major routes of tourism, and our public spaces.	Address in district approach and development standards

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 11.2 When appropriate, consider neighborhoods or areas for designation as local historic districts (either Architectural Design Control Districts or Historic Conservation Districts), and consider Individually Protected Property designations, based on architectural and historic survey results.	Address in audit of discretionary review processes
Strategy 11.3 Consider amending the existing ordinance to address protection of archaeological resources.	Consider creation of Open Space / Civic district
Strategy 11.4 Consider and discuss the effects of decisions by all public decision-making bodies on historic resources.	
Evaluate transportation decisions for their effects on historic districts and on Individually Protected Properties, and encourage policies that minimize automobile use in these areas.	Build into development standards
Evaluate current zoning map districts and current zoning allowances, as well as proposed amendments to the zoning map and zoning text, for their consistency with preservation goals, and impacts on the historic character of neighborhoods.	Address in district approach and development standards
Coordinate with other programs, such as affordable housing initiatives, to encourage preservation of character and rehabilitation of historic resources, including through adaptive reuse, to support new low-income housing in structures that are more than 50 years old.	Anti-displacement toolkit
Consider the impacts of maintenance and construction activities on historic features of the city's neighborhoods. Where possible, encourage maintenance and repair of granite curbs, retaining walls, distinctive paving patterns and other features instead of replacing them.	Build into development standards
Encourage retaining and replenishing shade trees, particularly large trees, in all historic neighborhoods.	Build into development standards
Recognize and protect the Rivanna River as a historic, living resource that has played a crucial role in the history of the city.	Build into development standards
Continue to protect the environs of our community's World Heritage Site, the Academical Village of the University of Virginia.	Build into development standards and revised site plan review process
HOUSING	
Goal 1. Funding Commitments	
Goal 2. Diverse Housing Throughout the City	
Strategy 2.1 Encourage mixed-use and mixed-income neighborhoods and housing developments throughout the city and support zoning changes to allow them by-right.	
Ensure that the forthcoming zoning rewrite supports a wide range of housing typologies, including both rental and homeownership opportunities at a variety of scales, including for families, aging in place, and multi-generational living.	Anti-displacement toolkit
Through Small Area Plans and zoning amendments, work with the community to determine appropriate levels of density/intensity in neighborhoods and nodes and along corridors identified on the Future Land Use Map.	Address in community engagement strategy
Strategy 2.2 Promote housing redevelopment and infill development that supports bicycle and pedestrian- oriented infrastructure improvements and robust public transportation to better connect residents to jobs and commercial activity.	Build into development standards
Strategy 2.4 Target a city-wide residential vacancy rate of at least 5 percent in order to assure a well- functioning, liquid housing market.	
Explore strategic support for development to increase the supply of homes if the target is not met.	Toolkit to support zoning

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 2.5 Promote and retain the Design for Life C'ville program that provides a rebate of permit fees for incorporation of visit-ability and live-ability design features.	Outside of scope of project - supporting policy
Strategy 2.6 Evaluate City-owned property currently dedicated to right of way, utilities, and surface parking, for potential to be re-purposed for affordable housing or other community needs.	Anti-displacement toolkit
Strategy 2.7 Encourage the incorporation of food access avenues (e.g., affordable stores, agriculture space such as greenhouses, school and community gardens, or neighborhood farmers markets) in all housing developments to the maximum extent feasible in order to both increase self-sufficiency and to be more sustainable, as well as to increase community access to food.	Consider allowing more flexibility for urban agriculture uses
Strategy 2.8 Encourage the development of affordable housing to take a form similar to nearby market rate housing in design and other physical features, allowing affordable units to blend into existing neighborhoods.	Build into development standards
Goal 3. Unhoused Community Members	
Strategy 3.3 Support permanent supportive housing for persons with disabilities who are currently unhoused.	Address in use definitions
Goal 4. Energy and Water Efficiency	
Strategy 4.2 Encourage the incorporation of green/sustainable principles (e.g., LEED, EarthCraft Virginia, Energy Star, Passive House, Net Zero Energy Buildings, etc.) in all housing developments to the maximum extent feasible, both as a way to be more sustainable and to lower the ongoing costs of housing, and dedicate funding to financial incentives to increase impact.	Address zoning-related practices in development standards
Strategy 4.4 Encourage solar-ready and EV-ready building standards in all new housing and extensive retrofit projects.	
Integrate consideration of energy/water efficiency solar-ready, and EV-ready standards into zoning approvals and affordable housing funding decisions.	Outside of scope of project - supporting policy
Goal 5. Equitable and Efficient Governance	
Goal 6. Tenants' Rights	
Strategy 6.1 Require housing developments that receive City funding (directly as subsidy, or indirectly through infrastructure improvements) to provide enhanced tenants' rights and to ensure an affordability period of no less than 30 years, with a preference for 99 years or in perpetuity.	
Identify the tenants' rights that will be required of any development receiving public subsidy	Toolkit to support zoning
Communicate new requirements to developers, and include enhanced tenants' rights in development agreements for qualifying projects.	Toolkit to support zoning
Goal 7. Subsidy Programs	
Strategy 7.1 Support the development of new affordable rental housing by providing gap financing (low interest loans and grants) to help fund development costs.	
Dedicate funding to provide affordable financing for the construction of Accessory Dwelling Units (ADUs) in exchange for making units affordable to renters earning up to 60% of Area Median Income.	Toolkit to support zoning
Strategy 7.4 Continue to explore best practices and establish a land bank that provides land equity to develop affordable housing.	Toolkit to support zoning
Strategy 7.10 Partner with developers to build and renovate affordable single family and "soft density" housing in existing neighborhoods.	

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Evaluate the use of receivership process to bring delinquent or abandoned properties into public ownership.	Toolkit to support zoning
Develop criteria for the disposition of these public parcels and release an RFP. The City will also develop criteria and work with the CAHF committee to identify additional funding to support infill development.	Toolkit to support zoning
Goal 8. Collaboration	
TRANSPORTATION	
Goal 9. Complete Streets	
Strategy 9.1 Continue to implement projects from the City's Bicycle and Pedestrian Master Plan, Streets that Work Design Guidelines, Safe Routes to School planning, and small areas plans, prioritizing under-served neighborhoods, locations lacking connectivity to key destinations in the city, and improvements needed within Future Land Use Map nodes, corridors, and other areas of increased development.	
Continue to include bicycle, pedestrian, ADA, and transit (including pupil transit) accommodations and improvements as part of planning and design of all major road projects (including paving) and all new development.	Build into development standards
Continue to implement recommended design features that improve the safety and comfort levels of all users and contribute to the City's environmental goals. This may include street trees within buffers, street furniture, and adequate sidewalk widths.	Build into development standards
Strategy 9.2 Consistently apply universal design features, including ADA (Americans with Disabilities) standards as outlined in the Public Right of Way Accessibility Guidelines (PROWAG), and ensure that sidewalks are free of obstructions and that accessible curb ramps exist at all pedestrian crossings where conditions allow.	Build into development standards
Strategy 9.4 Address traffic calming needs to create safer streets in collaboration with neighborhood residents and as part of the development process.	Build into development standards
Goal 10. Coordination with Land Use & Community Design	
Strategy 10.1 Update City regulations (including zoning), to incorporate design techniques that incentivize urban scale and walkable communities in all areas of the city.	
Coordinate with the zoning rewrite process to ensure that it incorporates elements supportive of urban, walkable scale communities, including elements such as building and parking placement on the lot, creation of a street grid, block size, alleys, sidewalks, street trees, crosswalks, crossing distances, turning radii, and frequency of intersections.	Build into development standards
Where existing streets are very narrow or have other restrictions that cause them to be unable to conform to standard modern requirements, allow for other strategies that increase safety and walkability.	Build into development standards
Improve access management and pedestrian/bicycle safety by reducing curb cuts, restricting vehicular circulation, etc.	Build into development standards
Evaluate updates to the Standards and Design Manual as new design techniques emerge.	Other ordinances to support zoning
Strategy 10.2 Through development processes, implement and incentivize improved facilities and amenities for non-motorized travelers, including those needed to support multimodal travel by residents, workers, and visitors.	

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Incentivize sidewalk improvements and connectivity enhancements (e.g., alleys), and ensure that public pathways around, through, and to developments will not be impeded.	Build into development standards
Require new developments to provide on-site amenities such as transit shelters, bicycle storage (racks/lockers), and shower/locker room facilities.	Build into development standards
Revise zoning ordinance to clarify bicycle parking requirements within new development, and continue to provide bicycle parking within the public right-of-way to support local businesses.	Build into development standards
Goal 11. Efficient Mobility and Access	
Goal 12. Parking Supply and Management	
Strategy 12.2 Examine the potential for phasing out minimum parking requirements.	
Manage parking demand to prevent consistent disruptive on-street parking spillover into residential areas.	Explore parking minimum reform and trade-offs
Strategy 12.3 Examine investment in municipal, shared parking facilities in strategic locations to foster more efficient land use and reduce surface parking.	
Prioritize shared parking in higher-intensity nodes and corridors, both current and planned, including Downtown and the Strategic Investment Area.	Build into development standards
Look for opportunities for these facilities to support production of more affordable housing by reducing parking related development costs.	Build into development standards
Goal 13. Transit System	
Goal 14. Regional Transportation	
Goal 15. Sustainable Transportation and Infrastructure	
Strategy 15.5 Explore policies and programs to promote and allow integration of electric vehicle charging infrastructure within the city.	Build into development standards
Goal 8. Infrastructure Funding	
ENVIRONMENT, CLIMATE, AND FOOD EQUITY	
Goal 1. Climate Change Mitigation, Emissions, and Energy	
Strategy 1.5 Pursue use of cleaner sources of energy (e.g., renewable energy strategies) community-wide.	
Consider local policies and incentives to expand solar power in residential homes.	Other ordinance to support zoning
Pursue siting solar power on appropriate municipal buildings.	Other ordinance to support zoning
Strategy 1.6 Encourage new development to design, construct, and operate with a reduced emissions footprint by encouraging high performance, green buildings, green sites, and green neighborhood standards and practices such as the U.S. Green Building Council's (USGBC) LEED certification program, Earthcraft, Energy Star, or other similar systems.	Green neighborhood standards and practices to be build into development standards - other ordinances support zoning

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Goal 2. Resilience and Adaptation	
Strategy 2.3 Ensure the review of development proposals includes consideration and minimization of impacts to floodplains and other natural resiliency features.	Build into site review processes
Goal 3. Water Resources Protection	
Strategy 3.1 Value and protect the Rivanna River and watershed as a major natural resource for the city and region.	
Ensure that implementation of the Future Land Use Map and related strategies, and planning for recreational uses along the Rivanna River, adequately protects water quality.	Build into site review processes
Enforce the existing 100' stream buffer and consider locations for expansion of this protection.	Build into site review processes
Strategy 3.4 Repair, enhance, and maintain City-owned stormwater management and conveyance infrastructure, utilizing green stormwater infrastructure where practicable.	
Consider additional need for this infrastructure due to climate change and changes in impervious surfaces due to increased development intensity	Build into site review processes
Explore the appropriateness of watershed scale compliance strategies to meet project and site specific stormwater management regulatory requirements without exacerbating adverse impacts to waterways with existing water quality impairments.	Build into site review processes
Goal 4. Resilient and Equitable Local Food System	
Strategy 4.2 Evaluate recommended standards for open space and how those could be implemented to support urban agriculture production and food availability, especially for low-income populations and residents previously displaced through redevelopment.	
Protect green and urban agriculture spaces distributed throughout the city, especially in or near public and subsidized housing sites, for the sustainable production of locally grown foods or community gardens; leverage resources with local partners. Look for ways to allow and encourage urban agriculture in yards and on rooftops, through zoning and other processes.	Explore expansion of allowed urban agriculture use in more districts
Define a process to make both community and shared garden spaces more equitable and accessible to residents without private land.	Explore expansion of allowed urban agriculture use in more districts
Goal 5. Urban Ecosystems	
Strategy 5.1 Prioritize locations for green infrastructure improvements, including strategies outlined in GreenPrint 1.0, to improve stormwater management, flood mitigation, air and water quality, habitat, species migration, connectivity, and livability.	
Ensure that all neighborhoods are considered for these improvements, particularly where there is currently a lack of green infrastructure or an increase in development intensity.	Build into site review processes
Strategy 5.8 Work to preserve and enhance wetlands, floodplains, and other features that provide natural resiliency against climate change.	Build into site review processes
Goal 6. Tree Canopy	
Strategy 6.3 Develop methods to support retaining and increasing healthy tree canopy on private lands. Consider the effectiveness of incentives as well as new requirements.	
Study site plan requirements to update them with increased tree protection elements.	Explore in site review processes

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Goal 7. Water Conservation	
Goal 8. Materials Recovery and Waste Management	
ECONOMIC PROSPERITY & OPPORTUNITY	
Goal 1. Build Community Opportunities, Workforce Development, and Wealth	
Goal 2. Sustaining Business	
Strategy 2.7 Support development and sustainability of small businesses that enhance existing neighborhoods, proposed nodes and corridors, and employment centers and promote those locations as an ideal site for neighborhood-serving commercial and service providers.	Explore expansion of allowed uses in more districts to allow neighborhood-serving commercial in more areas
Goal 3. Innovation and Growth	
Goal 4. Partnerships	
Strategy 4.4 Encourage the development of the city's key commercial corridors and surrounding sites, including current commercial corridors and mixed-use corridors and nodes identified on the Future Land Use Map.	Explore consolidation and simplification of Downtown and Corridor mixed-use districts to allow for development to occur in key areas
Goal 5. Tourism	
Goal 6. Downtown Mall	
COMMUNITY FACILITIES & SERVICES	
Goal 1. Efficient Planning for Facilities and Infrastructure	
Goal 2. City Schools	
Goal 3. Government/Public Facilities	
Goal 4. Emergency Management	
Goal 5. Fire Protection Services	
Strategy 5.7 Recommend and advocate for the installation of fire protection systems in all renovated and newly constructed buildings.	For small-scale housing development, evaluate trade-offs of fire protection and cost of development in order to provide affordable housing
Goal 6. Emergency Medical Services	
Goal 7. Public Safety Services	
Goal 8. Water Infrastructure	

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Strategy 8.4 Ensure that all applications for increased capacity are analyzed to discern adequate water line capacity and water meter sizing in the review process.	Build into site review process
Goal 9. Wastewater Infrastructure	
Goal 10. Stormwater Conveyance Infrastructure	
Strategy 10.3 Modernize, on a case-by-case basis, the stormwater conveyance system to achieve compliance with current local and state engineering standards, specifications, and best practices.	Build into site review process
Strategy 10.6 Continue to advance the understanding of best policy and practice related to the City's public/private stormwater conveyance system with the goal of integrating public responsibility and private needs and incorporating green infrastructure wherever feasible.	
Consider strategies described in City GreenPrint 1.0: Charlottesville's Green Infrastructure Guide as well as other innovative and progressive methods of managing stormwater, particularly where they provide additional green space within neighborhoods.	Build into site review process
Goal 11. Gas Infrastructure	
Goal 12. Parks and Recreation (Upgrades)	
Goal 13. Parks and Recreation (Planning and Expansion)	
Strategy 13.7 Prioritize inclusion of urban agriculture or community garden space in new or renovated public parks or open spaces.	Explore expansion of allowed urban agriculture use in more districts
Goal 14. Parks and Recreation (Best Practices)	
Goal 15. Parks and Recreation (Trails and Connectivity)	
Goal 16. Parks and Recreation (Facilities and Programs)	
COMMUNITY ENGAGEMENT & COLLABORATION	
Goal 1. Public Education and Awareness	
Goal 2. Inclusive Processes	
Strategy 2.2 Foster ongoing communication and partnerships with residents, Neighborhood Associations, businesses, boards, commissions, UVA, Albemarle County, etc. to ensure all stakeholders are involved in the planning processes and decision-making.	
Use illustrations, graphics, and videos to explain complex ideas and complement written materials or presentations	Build into zoning ordinance organization and graphics
Goal 3. Transparent Procedures	
Strategy 3.2 Provide a clear outline at the start of all planning and decision making processes, to clarify the timeline and any opportunities for residents to be involved in all steps of decision-making processes from initial data gathering to alternatives development to decision making to implementation and evaluation.	Ordinance to include diagrams, illustrating step-by-step processes for zoning-related decisions

COMPREHENSIVE PLAN	
PLAN ACTION ITEM	**COMMENT**
Goal 4. Effective Engagement	
Strategy 4.2 Develop and share standard, defined processes for how community input will be gathered through constructive means and then applied to land use and development- related decisions at various levels of City decision-making.	
Provide a timeline for all community input for each effort.	Ordinance to include diagrams, illustrating step-by-step processes for zoning-related decisions

AFFORDABLE HOUSING PLAN	
PLAN ACTION ITEM	**COMMENT**
LAND USE	
Goal 1: Multifamily by-right	
Change zoning and development processes to increase the production of multifamily housing and expand feasible by-right development	
Where multifamily is allowed, restructure restrictions on height, density, setbacks, and parking to ensure that multifamily and mixed-use development is feasible by-right without a special use permit	Address in district approach and development standards
Identify commercial and single-family areas suitable for rezoning to allow multifamily development in more neighborhoods, particularly in those that are or will be served by transit, while mitigating displacement pressure in low-income neighborhoods	Anti-displacement toolkit
Revise approval processes to limit and focus discretionary control and reduce approval times	Audit discretionary review processes to streamline development review and approval time
Establish a mandatory inclusionary zoning policy as part of any revision to the multifamily zoning	Policy currently under development
Goal 2: "Soft-Density" by-right	
Change the City's zoning to allow "soft density" in single-family neighborhoods while limiting displacement of low-income communities.	
Expanded zoning should increase the availability of housing in single-family neighborhoods that have historically had exclusionary zoning, while minimizing displacement from low-income neighborhoods	Anti-displacement toolkit
In addition to allowing more types of housing, the update should consider opportunities to reduce minimum lot sizes and parking requirements, as well as make other changes that support the development of smaller and more affordable housing options	Anti-displacement toolkit
These changes should be reflected in the City's subdivision ordinance in addition to the zoning code	Anti-displacement toolkit - subdivision code outside of scope of project
Identify incentives (property tax rebates, public funding, design flexibility) to support the development of affordable housing as part of new soft density development	Toolkit to support zoning - outside of scope of project
Goal 3: Accessory Dwelling Units	
Increase the flexibility to permit Accessory Dwelling Unit development	
Increase the number of lots on which ADUs can feasibly be built by adopting proposed changes to allow ADUs in University zoning districts, increase the maximum height, and eliminate off-street parking requirements	Address in district approach and development standards
Goal 4: Inclusionary Zoning	
Create a mandatory inclusionary zoning policy to increase the production of affordable homes as part of new development	
The format and amount of incentives to offset lost rental income, such as a tax rebate or density bonus	Anti-displacement toolkit

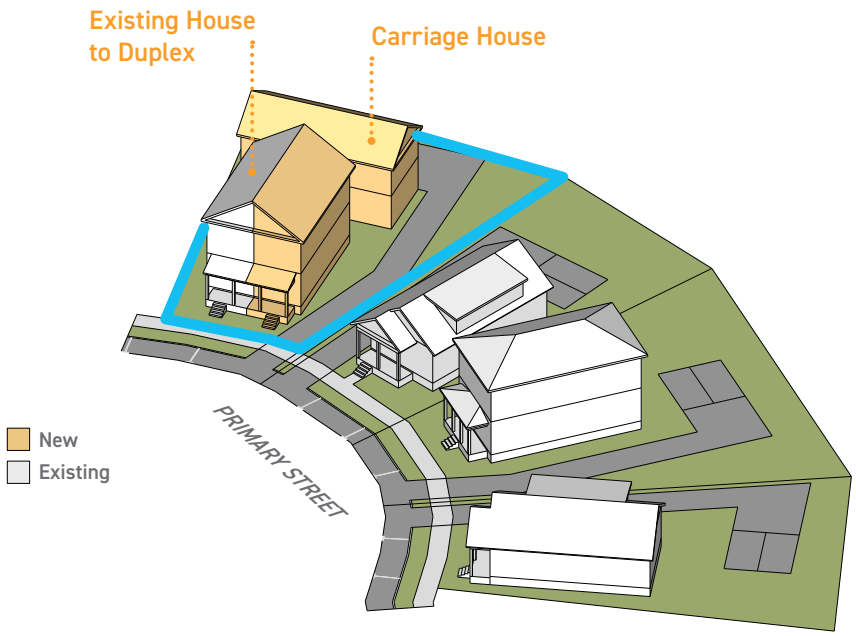
AFFORDABLE HOUSING PLAN	
PLAN ACTION ITEM	**COMMENT**
The residential developments that will be subject to the inclusionary zoning policy, for instance all multifamily and single-family developments with ten units or more	IZ policy
The target share and affordability level of affordable homes	IZ policy
The potential for developers to make a cash payment in lieu of providing affordable homes	IZ policy

DEVELOPMENT SCENARIOS:

CURVILINEAR LOT

A

- ☑ GENERAL RESIDENTIAL - SENSITIVE
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	8,300 SF
Units	2 Existing House to Duplex 2 Carriage House
Parking	4 On-site 1 On-street
Vehicle access	Front
Lot coverage	56%

B

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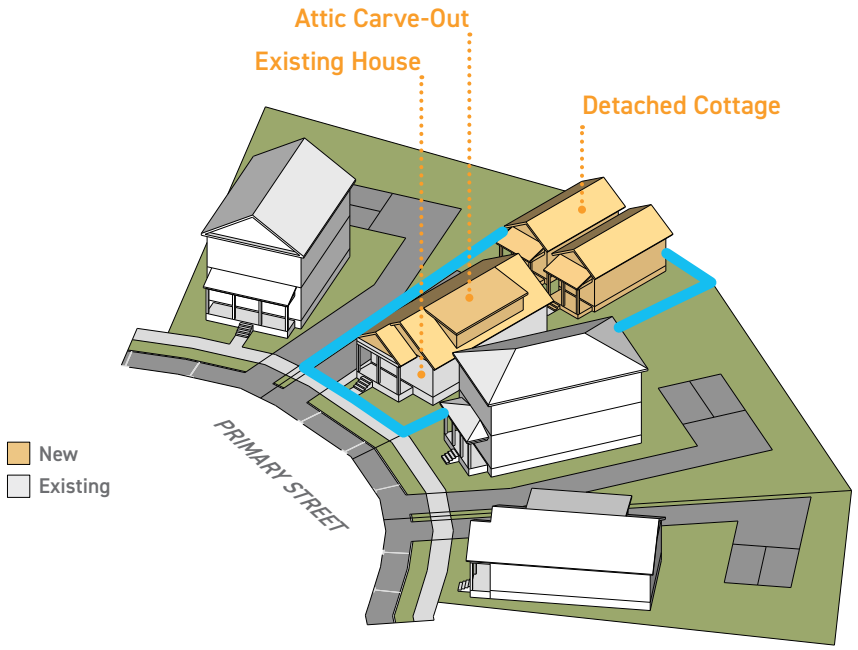
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	6,500 SF
Units	1 Existing House 1 Attic Carve-Out 2 Detached Cottages
Parking	3 On-site 1 On-street
Vehicle access	Front
Lot coverage	53%

DEVELOPMENT SCENARIOS:

CURVILINEAR LOT

C

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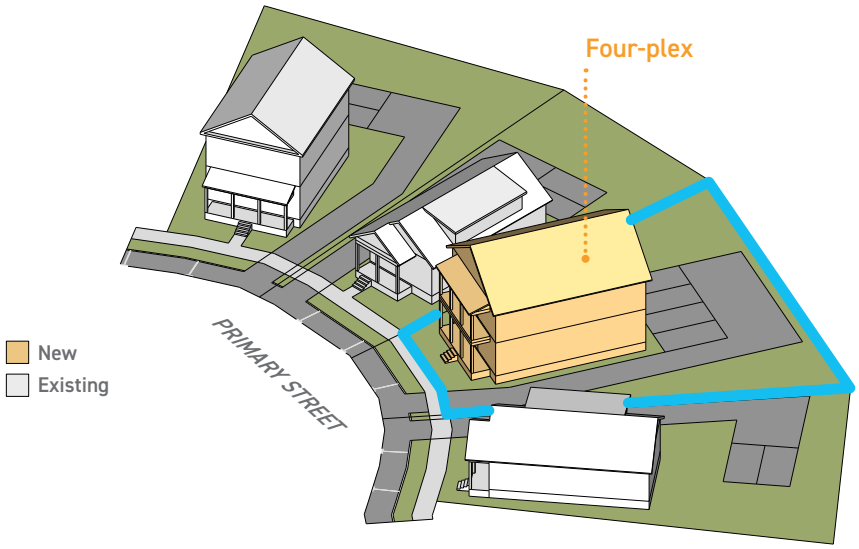
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	9,000 SF
Units	4 Four-plex
Parking	4 On-site 1 On-street
Vehicle access	Front
Lot coverage	50%

D

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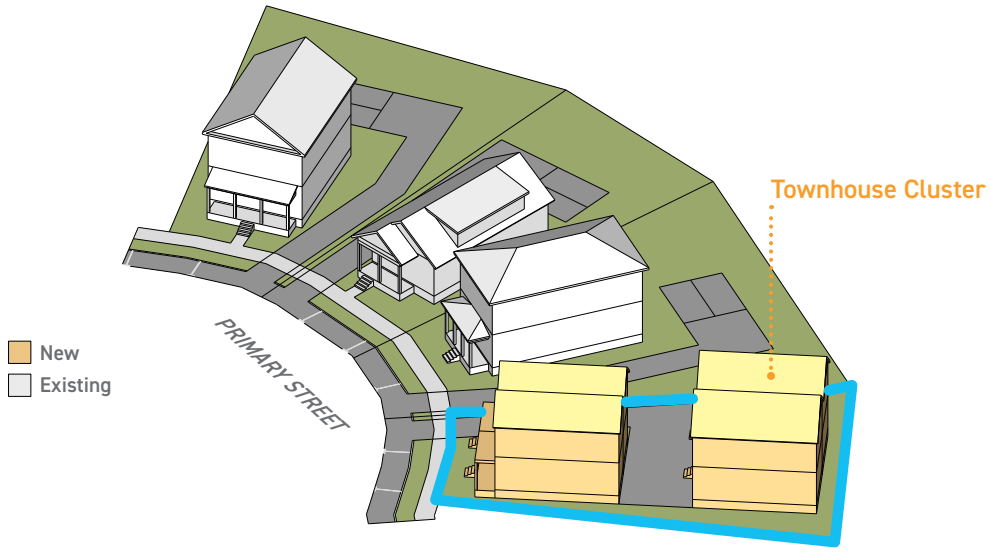
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	7,300 SF
Units	4 Townhouse Cluster
Parking	4 On-site 1 On-street
Vehicle access	Front
Lot coverage	61%

DEVELOPMENT SCENARIOS:

CUL-DE-SAC LOT

A

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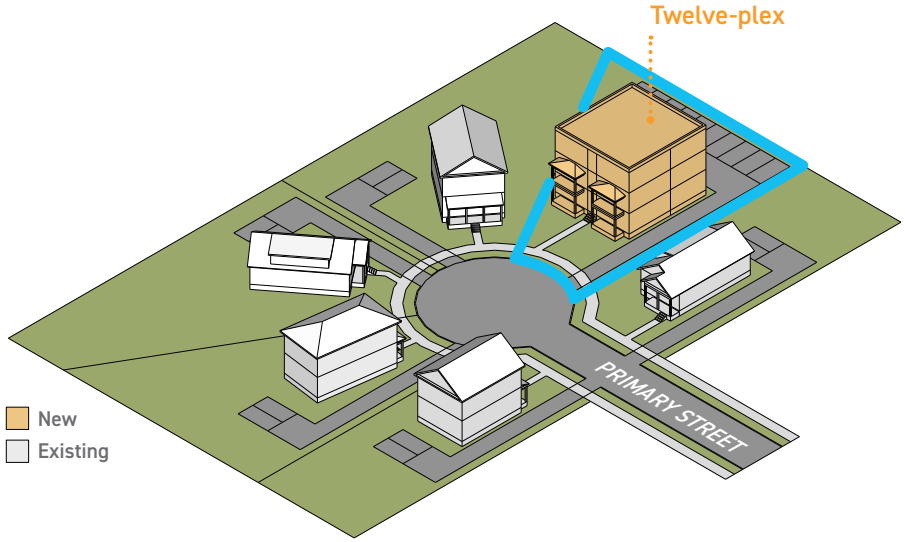
- ☐ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	12,600 SF
Units	12 Twelve-plex
Parking	10 On-site 0 On-street
Vehicle access	Front
Lot coverage	62%

B

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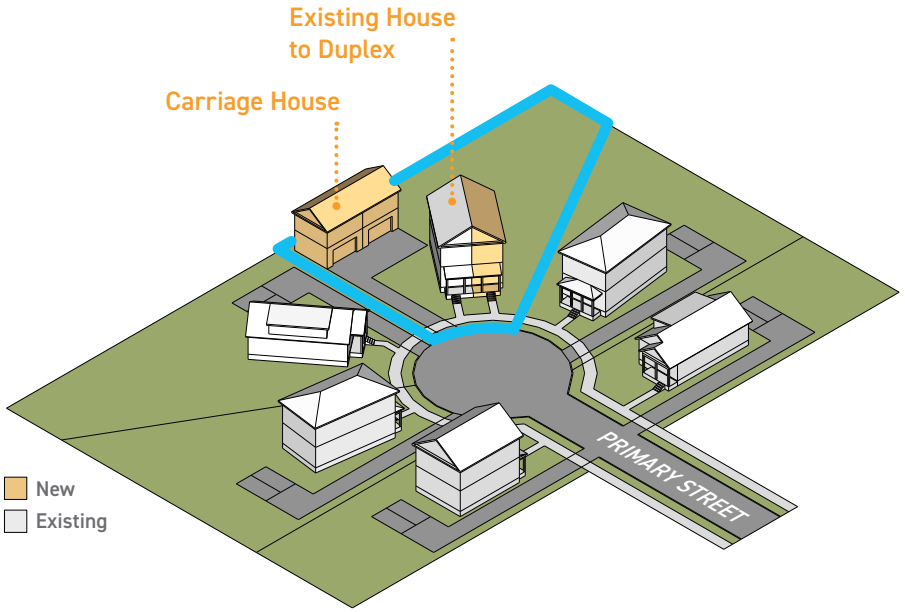
- ☑ GENERAL RESIDENTIAL
- ☑ MEDIUM INTENSITY RESIDENTIAL



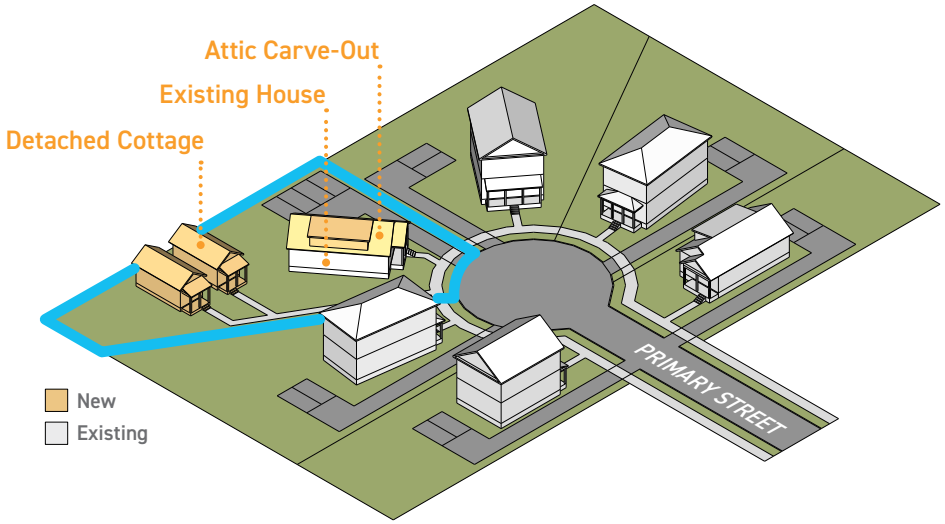
DEVELOPMENT DETAILS	
Lot size	15,500 SF
Units	2 Existing House to Duplex 2 Carriage House
Parking	4 On-site 0 On-street
Vehicle access	Front
Lot coverage	26%

DEVELOPMENT SCENARIOS:

CUL-DE-SAC LOT

C

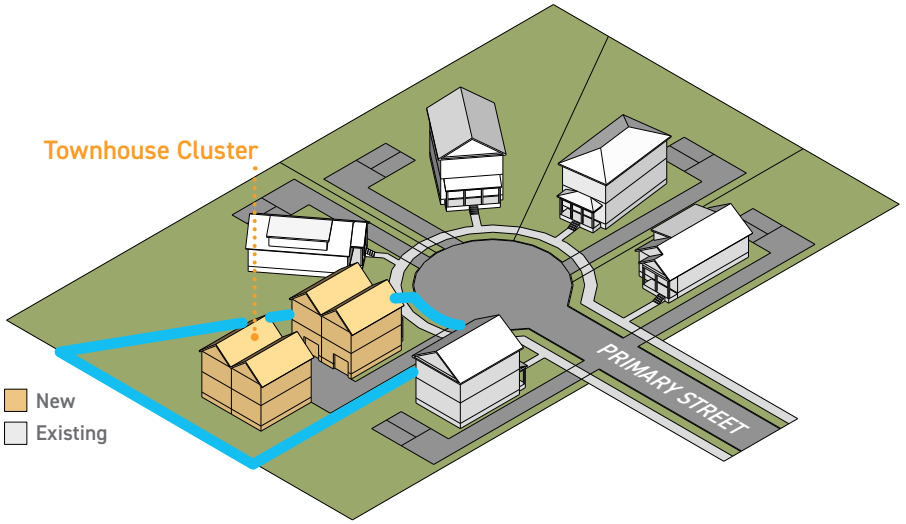
- [x] GENERAL RESIDENTIAL - SENSITIVE
- [x] GENERAL RESIDENTIAL
- [x] MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	15,500 SF
Units	1 Existing House 1 Attic Carve-Out 2 Detached Cottages
Parking	4 On-site 0 On-street
Vehicle access	Front
Lot coverage	32%

D

- [ ] GENERAL RESIDENTIAL - SENSITIVE
- [ ] GENERAL RESIDENTIAL
- [x] MEDIUM INTENSITY RESIDENTIAL



DEVELOPMENT DETAILS	
Lot size	12,600 SF
Units	4 Townhouse Cluster
Parking	4 On-site 0 On-street
Vehicle access	Front
Lot coverage	39%